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ABSTRACT

An evaluation was conducted of the Skills Training Improvement Program (STIP) to determine the types of projects established with STIP funds, to assess their success, and to measure the role played by the private sector in the program. Data was collected from three sources: the grant applications of all 141 CETA sponsors conducting the projects, telephone contact with seventy-two of the sponsors to discuss early implementation experiences, and field visits to five sponsors. Most projects were found to have fewer than 100 trainees and to provide training for six months to one year in one to six occupations. Changes in original project plans were common due to problems with providers of training, lack of eligibles for a particular occupation, or special needs requiring remedial or on-the-job training. Enrollees were difficult to recruit for some occupations with high-skill entry criteria, but were retained successfully in projects that adapted to meet their particular needs. Participating private employers felt that STIP improved CETA's image in the business community, and after projects began, additional employers were attracted. Because of limited time and stringent eligibility requirements, most sponsors did not develop an upgrading component to train employed workers. (ELG)

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REPORT MEL 79-08
CONTRACT No. 23-25-78-09

EVALUATION OF THE SKILL TRAINING IMPROVEMENT PROGRAM (STIP)

PHASE I

STARTING UP

MARCH 1979

PREPARED FOR
OFFICE OF PROGRAM EVALUATION
EMPLOYMENT AND TRAINING ADMINISTRATION
U.S. DEPARTMENT OF LABOR
WASHINGTON, D.C. 20213

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WASHINGTON, D.C. 20213

SUMMARY OF HIGHLIGHTS OF "EVALUATION OF THE SKILL TRAINING IMPROVEMENT PROGRAM (STIP): PHASE I (STARTING UP)"

This evaluation report by Abt Associates, Inc., is on how CETA prime sponsors started up the STIP I* demonstration projects. (A subsequent report, scheduled for the summer of 1979, will examine the operational performance of these projects.)

The report is based on a review of the plans (grant applications) of all 141 CETA sponsors conducting these projects, telephone contact with 72 to check on changes in plans and on early implementation experience**, and field visits to 5 STIP sponsors for more detailed examination.

Pages 4-12 of the report present the evaluators' summary of their "general findings."

Selected highlights below first note what the STIP plans provided and then cite major developments found by the evaluators in the initial months of operation.

The STIP Plans

(1) Project characteristics. Most projects are of modest size: Two-thirds were to have fewer than 100 trainees, although 20 percent planned over 300 traninees. Duration of class training was set at 6 to 12 months in

*STIP (Skill Training Improvement Program) projects were funded, under the "economic stimulus" appropriation for 1977-78, to undertake longer-term, classroom-oriented training of disadvantaged workers for higher-level skills, with the special involvement of private industry. STIP I, focused on by this evaluation, refers to fundings of approximately $143 million to 141 CETA sponsors; it generally started functioning early in 1978. (A subsequent round of fundings, of about $158 million, called STIP II, initiated further such projects, some with the same sponsors, starting in the fall of 1978.)

**A separate report volume is available which presents one-page summaries of all 141 projects, and updates on 72 of these describing changes being made in the early operations.

over 60 percent of the projects, and 12 to 18 months in the remainder, with about half planning an OJT component to go along with the class training. Over half planned training in 1 to 3 occupations, nearly a quarter in 4 to 6 occupations, and a quarter (ones receiving larger grants) in more than 6 occupations. The occupations for which training was most often planned (over 60 percent of the sponsors) were machine operators and mechanical repairs; next most common (40-50 percent) were electronics fields, welding, and clerical/service occupations, followed closely (30-35 percent) by health occupations, other structural fields, and data processing.

(2) Private sector employers were, according to the plans of about two-thirds of the sponsors, involved particularly in identifying occupations for training; developing and reviewing curriculum; and providing equipment, space, and/or actual training. In perhaps half, private sector tasks included monitoring, job development and placement. In less than a third was private participation planned in enrollee recruitment, assessment, or provision of counseling or support services.

(3) Upgrading of employed workers was a planned component of less than a fifth of the plans, for only about 4 percent of all the STIP funds.

Initial Experience in Operations

Since the plans had to be put together quickly, often with uncertainty as to their workability, changes were common as actual operations were undertaken after funding. The role of private employers also fluctuated somewhat at many sponsors, though it generally has been regarded as signficant and "successful".

(1) Project changes. Some shift in planned occupations was common: About 40 percent of sponsors dropped some planned occupational course (often replacing it with another), usually because the anticipated demand in that occupation evaporated, the planned provider of the training was dropped (for lack of ability, refusal to abide by program regulations, or cancellation of or inability to work out a commitment), or recruitment of eligibles for the particular occupation proved difficult. Another common change was dropping of a planned OJT component, generally because trainees were hired

before the scheduled OJT period and no need was expressed for OJT experience. Some sponsors found they had underestimated training needs of the eligible clients, and added remedial training, work orientation, or an OJT component.

(2) Participants. Some sponsors had difficulties finding eligible disadvantaged workers for training projects for which employers set relatively high-skill entry criteria. Fewer recruitment and retention problems arose where programs were altered to meet particular needs of the target groups than where STIP enrollees were "force-fit" into non-flexible programs. As to characteristics of enrollees, it appears that those selected from the STIP-eligible pool tend to have had more education than CETA training enrollees generally.

(3) Private sector participation. Overall, the sponsors see STIP as having enabled more meaningful private sector involvement in CETA and as improving the image of CETA in the business community.

Startup was smoothest where there had already been cooperation and long-standing ties with the private sector. The rush to develop STIP proposals sometimes led to expressions of interest by employers which were misinterpreted as commitments and later fell through, or led to participation of some companies who did not understand what was involved or were not checked as to capability and who subsequently dropped or were cancelled as providers of class training. After the projects got underway, some sponsors reported, additional employers became attracted. On the other hand, employer oversight committees active in the development phase sometimes lapsed into inactivity afterwards.

The STIP employer committees presumably are a potential nucleus for the new CETA Title VII Private Industry Councils (PICs) which are to shape the new Private Sector Initiatives Program (PSIP), but early indications among the STIP sponsors were that the PIC/PSIP process is a slow one, at least in part because, unlike STIP, it has not had "firm programmatic direction or assured funding."

(4) Upgrading. Most sponsors did not seriously explore development of an upgrading component to train employed workers

for promotion, in part because of the short lead time available to develop their STIP plan and because of what they saw as too stringent regulations, particularly the income eligibility requirements to be met by all the employed workers involved (family income below lower living standard level) and the requirement of at least a one-third increase in pay for the upgrade completers. At least 5 sponsors who planned an upgrading effort abandoned it quickly.

Office of Program Evaluation, OPER
Employment and Training Administration
April 1979

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APPENDIX 1: Study Approach

APPENDIX 2: Regional STIP I Project Summaries

1.0 INTRODUCTION

The Skills Training Improvement Program (STIP) was authorized under Title III-A of the Comprehensive Employment and Training Act of 1973, as amended, and was first funded as part of the President's 1977 economic stimulus package.[1] The program represents an attempt to correct two problems which have plagued federal employment and training programs since their inception: the predominance of relatively low-paying, low-skill job opportunities available to "manpower" clients and the conduct of programs almost in spite of, or with minimal input from, the private sector. The program marks a turning point in CETA programming away from subsidized employment and toward a full partnership with the private sector, and provides an opportunity to demonstrate the feasibility of training disadvantaged individuals for better-paying skilled jobs in the private sector and giving employers "a stake" in the process.

Abt Associates has been engaged by ETA to evaluate the first round of the STIP program; to determine how the STIP demonstration has worked, what its problems have been, and how to fine tune and adapt the program so that future project administrators have more programmatic and procedural tools at their disposal for improving private sector involvement and local job opportunities available to the disadvantaged, long-term unemployed. Indeed, since the new Private Sector Initiatives Program (PSIP), like STIP, seeks to provide an opportunity for the private sector to become full partners in the employment and training of the economically disadvantaged, the experiences gained from STIP will be particularly and immediately applicable to the design and operation of PSIP programs.

There are two types of broad objectives to the study. The first is to determine the types of projects set up with STIP funds and to relate these project types to significant local strategies and factors which account for major variations and patterns among them. The second

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[1] A total of $325 million was appropriated ($250 million in the Economic Stimulus Appropriations, and $75 million in Labor's FY 1978 appropriation) and allocated to the ten DOL regions based on their Title I funding. $143,616,918 was awarded to 141 prime sponsors in the first competitive round (in late 1977 and early 1978), followed by 206 grant awards totaling $158,435,043 made in the summer and fall of 1978.

objective is to determine the factors which significantly affect operational performance and to assess the strengths and weaknesses of various designs during their implementation phase, paying special attention to changes in design and emphasis. The evaluation focus, throughout the study, is on the relative success of prime sponsor efforts to start-up and implement advanced skill training projects and on the role played by the private sector over the course of the program.

The study is being conducted in three phases, beginning with a broad description and assessment of all 141 STIP projects and progressing to an in-depth process evaluation of a representative sample. This report (based on the first two project phases) addresses the first study objective by characterizing and describing STIP projects, and approaches the second objective by assessing operational experiences during "early implementation." A later (final) report will respond to the third study phase, an in-depth process evaluation of "later implementation" efforts of ten projects, and a cumulative, in-depth analysis of all 15 projects.

This report is based on data collected from three sources. First, a review, analysis, and summary was conducted of the prime sponsor grant applications of all proposed STIP I projects. This review provided the basis for a descriptive presentation of the STIP program, as well as each project. Second, telephone contact was made to 72 of the STIP prime sponsors to discuss early implementation experiences. This, too, provided a basis for updated program and project information in half of the STIP sites. Third and last, three- to four-day field visits were made to five prime sponsors to provide an in-depth assessment of project start-up. Together, these three activities address the study's first objective and set the stage for addressing the second.

This report is Volume One of the interim report. It presents a summary of preliminary findings (Section 2.0), followed by a cross-site review of STIP project characteristics (Section 3.0). Sections 4.0 through 7.0 draw on the cross-site review of 141 projects, telephone contact with 72 projects, and field work at five to illustrate and analyze specific program aspects. The selection and characteristics of occupations is treated in Section 4.0, followed by a discussion of the

training design and approach adopted by prime sponsors (Section 5.0). Participation of the private sector is discussed in Section 6.0, and participant recruitment and characteristics are described in Section 7.0. Each of these sections separately present the three sources of information, and conclusions are based on the synthesis of the three. Sections 8.0 (Budget and Administration) and 9.0 (STIP Coordination with Other Programs) follow a slightly different format from preceding sections, in that information from the three levels of analysis and other sources are integrated. Volume I concludes with appendices which detail the study methodology and present regional profiles of the projects. Volume II presents one-page project summaries of all 141 STIP I-funded prime sponsors. The summaries are organized in sections by Department of Labor regions. Included with project summaries are 72 project updates, describing specific early implementation experiences and changes. Volume II includes an index to the summaries to provide easy access alphabetically by prime sponsor, upgrade component, program type (BOS, city, county, consortium), and STIP II recipients.

2.0 General Findings

2.1 Introduction

In terms of the general program goals, STIP I appears to be off to a fairly auspicious beginning. Projects are offering training in occupations whose anticipated rate after one year on the job is over $4.75 per hour (in our grant review typology of nine broadly-defined occupational "fields", the wage range for five of the nine was $4-4.75; for four others it was higher). This compares favorably with the starting wage for CETA Title I participants entering unsubsidized employment (whose starting wage was $3.88 an hour as of the quarter ending September 30, 1978) and with the current minimum wage of $2.90 an hour. A key impact of STIP appears to be a strengthening of the linkage between prime sponsors and the private sector. There have been fairly extensive levels of private sector involvement in a variety of activities including program design, occupational selection (often through a large scale employer survey), training, the placement of trainees, and participation in the oversight committee.

The following specific findings have been organized to correspond to sections of the report and key program evaluation issues. Unless otherwise indicated, the findings are based on grant review of all projects.

2.2 Occupations

- A small number of occupations are being offered (generally less than six) to a relatively small number of participants (generally less than one hundred) in the typical STIP project.
- Much of the occupational selection by prime sponsors was based on labor market studies and large scale employer surveys.
- Machinist and mechanical/repair trades have been planned by the largest number of prime sponsors, indicating a possible reliance on updated versions of traditional training programs.
- The wage rates anticipated after one year across different fields tend to be consistent, even across different regions of the country.
- Patterns of occupational concentration show significant differences among prime sponsor types and regions.
- City prime sponsors are the most likely to be training participants for careers in electronics or welding while county programs are the most likely to produce machinists.

- Consortia prime sponsors offer data processing, clerical, and drafting fields more often than do other types of prime sponsors while BOS operators are the most likely to train for structural occupations.

- There is some evidence of regional concentration in occupational fields.

- Regions 2 and 3 in the Northeast and the Middle Atlantic are tending to train for the service sector while Regions 4 and 6, the heart of the sunbelt, are concentrating on structural trades. There is, however, a great deal of variation within the 10 regions.

- There are indications that private sector program operators are used more frequently for higher technology training, such as data processing, health fields, and electronics while prime sponsors are more likely to be the program operators for the fields of structural trades and welding, which are more traditional targets of employment training projects.

- Clerical and services have been the most frequently planned occupational areas for upgrading.

- Almost half of the projects telephoned reported changes in occupational selection.

- Changes in occupations were made as a result of changes in training providers or difficulty in recruitment of eligible participants.

- Deletions of occupations occured most frequently followed by occupational replacement.

- Straightforward additions of occupations occurred least frequently.

- When new occupations were added, they showed fewer hire commitments than did the original occupations.

- 41% of the primes responding to the telephone survey indicated that at least some of the occupations within their projects were ones in which training had not previously been given.

- When prime sponsors had already provided training similar to STIP, the previous training tended to be shorter and/or provided on an individual referral or OJT basis.

- There appear to be higher levels of private sector participation in those programs where the prime sponsor has not had previous experience with training for STIP occupations.

2.3 Training Design/Approach

- Short-term training (less than 12 months), whether classroom only or combined with OJT, was planned more than half the time.
- The use of training that lasts more than 12 months and combines classroom and OJT was planned in less than one-fifth (17 percent) of the projects.
- Private sector program operators planned to use short-term training (less than 12 months) more than two-thirds of the time.
- Different prime sponsor types seem to favor different training models.
- City and BOS prime sponsors tend to use the shorter, classroom and OJT model more often than the average.
- County primes are the most likely to be using the most basic model--a shorter time frame and classroom-only training.
- The shorter term, classroom and OJT model* is the only one which is used more often at the workplace than off-site.
- About one-fifth of all STIP projects have included an upgrade component in their program design.
- Upgrade components are disproportionately concentrated in the largest programs.
- The larger programs tend to plan proportionately less of their grant for the upgrade component than the smaller programs.
- Five of the projects have dropped the upgrade component.
- Over one-quarter of the programs phoned reported changes in training design.
- The most common design change was dropping OJT components.
- When OJT was dropped, it occurred most often when trainees were being hired by local employers before scheduled OJT.
- About a quarter of those projects reporting design changes have found it necessary to expand their curricula to include remedial training, world-of-work orientation, and/or OJT.

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*Four training models were identified (see Section 5.0).

- Operational problems--most often late start-ups--sometimes caused program design changes.

- Two DOL guidelines--income eligibility and pay increase--have caused the most problems for primes operating upgrade components.

- Eligibility waivers have overcome this problem to some extent but these have not always been approved and some primes have dropped the component as a result.

- Upgrade was not used by the five field sites which cited the short lead time in the application development process and stringent regulations as reasons for not including it.

2.4 Private Sector Participation

- Private sector involvement in STIP projects has been fairly extensive. The projects have benefited from this involvement in a number of ways including: the design of training programs, the placement of trainees, and the improved image of CETA in the private sector.

- The private sector has been strongly involved in the identification of occupations, and training sources and in curriculum development and review.

- Private sector participation was also indicated by over two-thirds of the projects in the operation of the project, including the provision of instructors, equipment and training space.

- Projects operated by consortia, projects with high numbers of participants, and prime sponsors new to the STIP occupational training areas all show higher than the average levels of private sector participation.

- 40% of prime sponsors show (from the grant review of all 141 projects) hire-first commitments while 57% evidenced hire commitments, if possible.

- Union involvement varies across projects and appears largely contingent on local conditions and the particular occupation selected for training. Union involvement is positively related to the level of private sector involvement.

- Almost one-third of all grantees have shown some level of coordination with economic development activities in their locality.

- Of those evidencing economic development linkages about three-quarters also show high levels of private sector participation.

- Oversight committees have generally been established explicitly for STIP and have been planned to include between 6 to 10 members.

- Oversight committees have been involved more in supervision and guidance and occupational selection than in curriculum design and program operation.

- The principal activities of the oversight committees appear in program design; two-thirds of the projects evidence oversight committee participation in program design, while less than 20% show participation in training administration, or client intake activities.

- Almost three-quarters of the programs' oversight committees have ties to the pre-existing Manpower Planning Council, revealing some degree of coordination between STIP and other planning for on-going CETA programs.

- Approximately three-quarters of the projects contacted by phone reported no changes in their oversight committees.

- For those reporting changes in the committee, one-half reported new members. The changes were largely the result of changes in occupations or training providers and for the most part, affected only one or two members.

- Few prime sponsors indicated that their oversight committees were not very effective.

- About a quarter of those phoned reported that they had lost a private sector training provider for classroom training and/or OJT during their project's start-up.

- The loss of a classroom provider was usually perceived as more significant, since it was likely to lead to the elimination of training in a particular occupation whereas the loss of an OJT provider frequently led only to a replacement of the provider.

- Field sites visited by the contractor indicate that operational involvement by the private sector is stronger when occupations have separate advisory committees whether or not these are affiliated with the designated oversite committee.

2.5 Participants

- With the exception of veterans, who were identified as a target group for participation in the DOL guidelines, no other special population segment has been strongly targeted.

- Difficulties have been experienced in recruiting participants in the program, especially into upgrading programs. These difficulties have been the result of stringent DOL eligibility requirements, the lack of more educated and experienced CETA-eligible applicants, and local conditions (i.e., low employment, rural).

- Field site data conform with generalizations from a telephone survey made by the National Commission for Manpower Policy; STIP participants tend to be older and better educated than CETA Title I enrollees.

- Careful selection of STIP participants appears to contribute to a low dropout rate for specific occupations in the field sites. STIP enrollees are reported to be better motivated than Title I participants due to the higher probability of securing well paying jobs after completion of training.

- Field visits indicate that programs that were altered to the needs of STIP clients have had fewer recuitment and retention problems than those that "force fit" STIP clients into existing and non-flexible programs.

2.6 Program Administration and Budget

- The general budgeting pattern is strikingly similar across prime sponsor types and, to a lesser extent, across regions.

- Grantees are not approaching the 20 percent administrative expenses ceiling.

- BOS grantees are spending significantly more per participant than are other prime sponsor types.

- There are significant regional differences in cost per participant, probably owing to economic and cost of living differences across regions and the different occupational foci of regional programs.

- Several of the largest BOS grantees were hobbled by the loss of their major subcontractors/program operators; the fact that this happened to several indicates a possible structural problem of "putting all of one's eggs in one basket."

- Prime sponsors contacted by phone reported changes among major budget categories although very few had changes in the bottom line.

- Most budget changes have been made in training delivery and allowances; few shifts have been made in administration or support services.

- Six prime sponsors reported returning STIP I funds to the government due to underspending because of unanticipated private sector provision of equipment or early hiring of trainees.

- Thirty-eight percent of the 72 STIP I programs contacted by phone experienced late start-ups due to the loss of service providers, recruitment difficulties, delays from the regional office in approving grants, transferring funds, or providing explanations of regulations.

2.7 STIP Coordination With Other Programs

- Early indications from phone survey and field work show that prime sponsor staff perceived positive influence of STIP on CETA operations including an improved image of CETA in the private sector.

- STIP I experience has helped debut STIP II programs for those prime sponsors who have received both rounds of program funds according to prime sponsors contacted in the phone survey.

- Staff interchange occurred in the Community Economic Development Program (CEDP) sites* between that program and CETA/STIP.

- Use of OJT as a business incentive has not met CEDP expectations (as shown by Abt Associates evaluation of the CEDP).

- PICs are forming slowly in the field sites visited.

- Field research indicates that organizations--NAB, CETA administrators, Work/Education Councils--will vie for preeminance in the formation of PICs, leaving chief elected officials in a position of determining the PIC formation.

2.8 Preliminary Policy Implications

PSIP, like STIP, has been designed as a two-year demonstration effort to involve the private sector and may expect to go through some of the same development stages and difficulties that have faced STIP.

STIP has shown early success as a popular and effective program and one which involves the private sector to a greater degree than other CETA programs. Yet it did not get off the ground smoothly or quickly. There was a short lead time for program planning and fairly strong performance expectations (certainly in terms of meeting planned enrollments).

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*10 cities funded by the federal government to encourage economic development and linking federal resources (see Section 9.3).

These constraints set the scene for hurried planning and may have encouraged prime sponsors to stick with some tried and true approaches rather than seeking connections with new employers to provide training in a variety of new occupations. The short lead time and stringent regulations certainly combined to discourage prime sponsors from negotiating upgrading commitments from employers. Program development activities under PSIP (particularly the small business intern program and apprenticeship and high-skill training programs as new foci) will face the likelihood of similar slow start-ups if they involve new employer contacts and curriculum development.

Private Industry Councils (PIC's) are envisioned as a primary vehicle to assist prime sponsors in meeting the goals of Title VII. The STIP evaluation indicates that general private sector involvement has been more extensive than that shown by the oversight committee--a positive sign that the broader business community and not just the formally designated program structure is participating in STIP. Broad-based oversight committees which have remained subunits of an existing advisory council have tended to be subsumed by the council and have not remained an active force once the STIP programs got underway. Field experience further shows that the closer the formal committee structure is to a particular occupation, the more active its involvement (a finding based on limited information but one which is also strongly supported in organizational studies of council and committee processes). Subcommittees of the oversight committee have often been comprised of business and industry people with a particular business/occupational focus (e.g., health professionals, semi-trailer truck repair shop owners) who can give in-depth assistance in the design of program curriculum, participant selection criteria, and OJT needs and leads. Thus, trade-offs between a broad-based and/or high-powered PIC which can provide overall CETA program direction and one(s) which can provide operational direction need to be assessed in clarifying the advisory versus operational roles of PIC's.

The reauthorized CETA legislation provides a new allowance under Title II for prime sponsors to make agreements with public and private employers to conduct upgrading programs. The early STIP experiences imply that it will be difficult to recruit unionized employers for such a

program due to the threats such training makes on union seniority and pay systems. In addition, the strict eligibility requirements of the STIP upgrading component placed a severe constraint, and more often deterrent, on upgrade program design and elivery. Occupations for upgrading must be selected with particular attention to available employees who meet both CETA's low-income eligibility requirements and employers' additional selection criteria.

STIP training has focused primarily on the classroom setting, although slightly more than half the projects planned some use of OJT. Early program experiences reveal that this planned use of OJT has been subject to some changes. In fact, the most frequent design change reported by program administrators involved the elimination of OJT either for an occupation or for an entire program. Though some employers have backed out of OJT commitments, the more frequent reason for its elimination has been the early placement of participants who have completed classroom training. It would appear that the need for OJT in high-skilled occupations which are in strong demand has not always been well determined in relation to the classroom training components. Though STIP intentions to develop and market model contracts which reduce the administrative burden on employers address an oft-voiced complaint of OJT made by the private sector, the program must also address the more basic determination of the utility of OJT contract.

3.0 CHARACTERISTICS OF STIP PROJECTS

3.1 General Characteristics

STIP Round I grantees across the country show a number of similarities (see Table 3.1).[1] The following trends appear to be emerging:

- Most sponsors offer small number of occupations (generally less than six) to a relatively small number of participants (generally less than one hundred) (Table 3.1).
- The most commonly offered training fields are machinist oriented-occupations (machine operating, mechanical repair) (Tables 4.2 and 4.3).
- The one-year wage rate in most of the fields offered exceeds the four-dollars per hour range (Tables 4.2 and 4.3).
- Most STIP programs are forecasting very high positive termination rates, despite the fact that almost one-half of the grantees did not have any "hire-first" commitments from the local private sector (Table 3.1).
- There appear to be higher levels of private sector participation in those programs where the prime sponsor has not had previous experience with training for STIP occupations (Table 4.4).

The following subsections will provide an overview of the STIP program in terms of general characteristics and variations across grant sizes, regions, and prime sponsor types. A summary is also included which addresses the key issue areas of private sector involvement and training models used.

3.2 Grant Size and Program Characteristics

As can be seen in Table 3.1, the grant sizes are fairly evenly distributed across the four categories; nevertheless, the planned number of participants in the projects is much more tightly clustered, with almost two-thirds having less than one hundred participants. More detailed analysis of this data seems to evidence the predictable trend of projects with

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[1] The information in this section is based on a review and analysis of 141 project grants, documents.

TABLE 3.1

General Profile of STIP Round I Projects[1]

Distribution of:

A) Prime Sponsors

City:	27 (19%)
County:	35 (25%)
Consortium:	44 (31%)
BOS:	34 (24%)

B) Grant Size

Under $250K:	30 (21%)
$250-500K:	45 (32%)
$500K-1.2M:	27 (19%)
Over $1.2M:	38 (27%)

mean = $1,018,560

C) Planned # of Participants

Under 50:	50 (36%)
51-100:	40 (28%)
101-200:	17 (12%)
201-300:	7 (5%)
301-500:	17 (12%)
Over 500:	8 (6%)

mean = 171

D) Number of Occupations Offered

One to three:	77 (55%)
Four to six:	30 (21%)
Seven to nine:	12 (9%)
Ten to twelve:	8 (6%)
Thirteen to fifteen:	2 (1%)
Sixteen to eighteen:	4 (3%)
More than eighteen:	8 (6%)

E) Upgrading Offered

Yes:	23 (16%)
No:	118 (84%)

F) "Hire-First" Commitments Obtained

For all occupations:	36 (26%)
For some occupations:	27 (19%)
None:	70 (50%)

[1]This table lists the frequencies for six basic program characteristics, allowing one to get a profile of how STIP projects are operating in terms of these characteristics. The data are based on review of 141 grant applications; totals may not equal 141 due to missing data.

larger grants having more participants and offering a wider range of occupational choices, although three-quarters of the grantees offer fewer than six occupations.

Another correlate of grant size is the likelihood that a project will offer an upgrading component. While only 22 projects had an upgrade program, nine of these were in million-dollar operations. These larger grantees are also more likely to be using external program operators, as mentioned above.

3.3 Regional Variations

The distribution of STIP programs across the ten DOL regions indicates a fairly consistent spread; as can be seen From Table 3.2, Regions 3, 4, and 9 have the most STIP programs, while Region 10 has the least. Additionally, the distribution of prime sponsor types within each region shows some interesting variations. As might be expected, Regions 2 and 9 exhibit the highest level of participation in STIP by city prime sponsors (these regions include New York and California), while the more sparsely populated Region 8 had the greatest preponderance of BOS prime sponsors. County grantees were the most prevalent in Region 3, while consortia were most typical of Regions 1, 5, and 10, all of which possess varied economies and mixed patterns of population density.

As is also evident from Table 3.2, most of the regions appear to have concentrated in certain types of training fields; this may well be due to the nature of the different regional economies. This hypothesis is explored in more detail in Section 4.2.

3.4 Prime Sponsor Variations

The nature of the prime sponsor will, obviously, play a key role in the operation of the STIP project. Consortia and counties account for over one-half of all projects, with Balance of State programs representing one-quarter and city projects representing less than one-fifth. Each of the program types has developed its own pattern of behavior, as illustrated in Table 3.3.

TABLE 3.2

Regional Variations in STIP

REGION	# OF STIP	% CITY	% COUNTY	% CONSORTIUM	% BOS	OCCUPATIONAL CONCENTRATIONS
1	14 (10%)	21%	0%	57%	21%	Mixed
2	13 (9%)	39%	46%	0%	15%	Health-related, clerical, and services
3	18 (13%)	17%	44%	17%	22%	Data Processing
4	21 (15%)	5%	29%	33%	33%	Structural Trades
5	14 (10%)	7%	29%	50%	14%	Structural Trades
6	16 (11%)	19%	19%	38%	25%	Structural Trades, Welding
7	9 (6%)	11%	33%	33%	22%	Data Processing
8	10 (7%)	10%	20%	10%	60%	Electronics Trades, Mechanic/Repair
9	18 (13%)	44%	11%	28%	11%	DP, Electronics, Clerical/ Services, Mechanic/Repair
10	8 (6%)	13%	13%	50%	25%	Health-related, Clerical/ Services, Drafting
TOTAL	141 (100%)	19%	25%	31%	24%	

[1]This table lists some significant characteristics of each DOL region. For each region, the number of STIP grantees is listed (along with the percentage of all STIP projects that this number represents), as well as the breakdown of STIP grantees within the region by prime sponsor-type, and by any occupational concentrations noted in the analysis. Region 1, then, has 14 projects, 10% of the national total; and 21% of Region I STIP projects are run by city prime sponsors, 57% by consortium primes.

Cities: City prime sponsors operate many of the larger programs, with almost one-third of the million-dollar projects being run by cities, although they account for only one-fifth of the total number of projects. Cities also run many of the programs with more than 200 participants. Probably because of this degree of magnitude, they have used external program operators more often, including a larger share of community-based organizations and skill centers than most of the other prime sponsor-types.

Counties: Counties tend to run the smaller programs, generally receiving grants of less than $500K; similarly, over four-fifths of the county programs have fewer than 100 participants. Additionally, they are the most likely to use private training institutes as program operators (over one-half of the training institution program operators are in county-run projects); they are the least likely to use a private sector program operator.

Consortia: Consortia programs tend to fall in the middle grant range, particularly in the $500K to $1M category. Their distribution over the different ranges of participants tends to mirror that of the general population of STIP grantees. They use private sector operators more than average, and they exhibit notable patterns of private sector involvement in project activities.

BOS: Balance of State grantees run more large programs than average, in terms of both grant size and the number of program participants, running almost half of the programs with more than 300 participants. There is a slight tendency for them to use outside operators more often, but they operate their own training programs at the same frequency as the general population.

3.5 Private Sector

The input of the private sector into the STIP process appears to be taking place. Almost two-thirds of the STIP programs created new oversight committees for STIP (most of these report good ties to the pre-existing manpower councils); most sites use a single committee, which typically contains a group of ten members.

TABLE 3.3

Prime Sponsor-Type Characteristics[1]

PS-TYPE	# AND %	GRANT SIZE		PLANNED PARTICIPANTS		PROGRAM OPERATOR	
		LT $250K	GT $1.2M	Less Than 50 Participants	Greater than 200 Participants	Prime Sponsor	Private Sector
City	27 (19%)	22%	41%	33%	33%	37%	30%
County	35 (25%)	40%	11%	51%	9%	49%	14%
Consortium	44 (31%)	16%	16%	34%	18%	52%	34%
BOS	34 (24%)	9%	47%	21%	35%	47%	27%
Total	141 (100%)	21%	27%	36%	23%	48%	26%

[1]This table lists some significant characteristics of different prime sponsor-types, including the percentage of primes within each type with grants below $250K and above $1.2M; with less than 50 participants in their program, and more than 200; and the percentage of programs within each type that are run by the prime sponsor, and by a private sector operator. For example, 37% of city STIP projects are operated by the prime sponsor, while 30% of the city projects are operated by a private sector concern.

Up to this point, the data indicate that the main roles of the private sector have been advisory, although they are involved as program operators in one-quarter of the projects. On the whole, however, the versight committee seems to be the main avenue of communication and liaison between the private sector and STIP programs; its role is advisory, most influential in issues of program design. Apparently, a division of labor is developing in program operation, with prime sponsors carrying out the training segments in occupations like welding and other structural trades (carpentry, plumbing), while private sector actors are more likely to operate training programs in more technically sophisticated fields such as electronics, data processing, and health-related fields.

3.6 Training Design

The innovative nature of STIP has tended to focus attention on the training models used to impart new, higher skill levels to program participants. A distinguishing feature of STIP is its reliance on longer term, classroom training, but the data indicate that this has been implemented in less than half of the cases. For lack of a more refined indicator, duration of training and the type of training used (Classroom, OJT, both) were chosen as being representative of the intensity of the projects' training efforts.

Over one-half of the projects have had training programs which lasted for less than 12 months (though almost all were in the six- to twelve-month range), with another 40 percent using a longer model (generally up to 18 months). Classroom training or classroom training on combination with some OJT experience cover all of the cases, and they are divided almost equally. The most common training model encountered is one in which a participant receives a combination of classroom training and OJT for a period of between six and twelve months. This is the most prevalent model among private sector program operators in particular, indicating that it might be prudent to avoid any unnecessary prolongation of the training period in order to gain private sector participation in program operations.

4.0 OCCUPATIONS

4.1 Introduction

When STIP program guidelines were issued, they contained a clear mandate to the prime sponsors interested in receiving STIP funds. There were two requirements highlighted:

1) The occupations to be offered had to be in demand in the prime sponsor's labor market area. This contention had to be corroborated, preferably through the completion of a labor market survey, or through other private sector contacts. Not only did demand have to be shown for these trades, there had to be an unmet demand, that is, the programs were not to cause a labor surplus in an occupational area.

2) The occupation to be taught to participants had to give them skills which would allow for broad range marketability (i.e., they were not being taught a a specific skill/task which would prepare them to work for one particular manufacturer in one particular job), and it had to be an occupation that clearly required advanced skill-level training.

Within these boundaries, prime sponsors were encouraged to define occupations that would be best suited to their local economies, based on their economic assessments. It was not clear from the guidelines whether prime sponsors were to offer one, or multiple, occupations; what was important was the level of skill required to work in whatever field, or fields, were selected.

In this section, we will explore the prime sponsors' pattern of responses on the issue of occupational selection.

Summary of Findings

The three levels of analysis (grant review, telephone survey and field visits) revealed a fairly consistent set of findings regarding occupational choices among prime sponsors. The following emerge most strongly:

- The majority of grantees are offering a relatively small number of occupations to program participants.
- The number of participants planned in each occupational field is generally less than 100, often under 50.
- The wage rates anticipated in different occupational fields tend to be consistent, even across different regions of the country (using wage rates after one year).
- Machinist and mechanical/repair trades were planned by the largest number of prime sponsors, indicating a possible reliance on updated versions of traditional training programs.
- Much of the occupational selection by prime sponsors has been based on labor market studies and large scale employer surveys.
- Changes in occupations offered were usually made because of changes in available service providers.

4.2 Grant Review

Rather than attempting to deal with the wide variety of jobs offered by STIP grantees, a typology of nine occupational "fields" was developed to allow us to explore this area more efficiently. Based on fairly conventional DOT concepts, the following occupational categories were used:

1) Data Processing Fields: such occupations as computer technicians, operators, programmers, and keypunch operators.
2) Health-related Fields: LPNs, dieticians, medical and dental technicians, and emergency medical technicians.
3) Machinist Fields: machine operators, toolmakers.

4) Electronic Fields: electricians, electronics repair, technicians, and testers and assemblers.

5) Welders.

6) Other Structural Fields: pipefitters, carpenters' aides, and plumbers' assistants.

7) Clerical and Service Fields: executive and bilingual secretaries, stenographers, and retail trades.

8) Mechanics/Repair Fields: subsuming all non-electronics and non-DP repair occupations.

9) Draftspersons[1]

The occupational selection offered by each of the 141 prime sponsors was grouped according to this typology, along with the concommitant wage information. To aid in comprehension, the data are listed in two tables, 4.1 and 4.2. The former table lists the basic outlines of the occupational structure of the STIP program.

There is no overwhelming favorite among occupational fields offered. The ones most likely to be offered, machinist trades and mechanic/repair fields, tend to be more traditional targets of occupational training efforts.

The wage rate behavior of most programs appears to be fairly consistent, as shown in Table 4.1, with most projects preparing participants for occupations which will pay in the range of $4 to $4.75 after one year on the job. This suggests that it is possible that wage rates are being set independently of local economic conditions, since there is little variation in the planned pay scales across regions.

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[1] 49 of the 141 STIP projects offered training in an occupation that did not fit into the nine-field classification; however, only 10% of all occupations offered did not fit into the nine fields. The resulting analytic efficiency was viewed as being more valuable than the slight slippage in categorizing all of the occupations offered. Occupations frequently found in the other category included: industrial engineers, miners, maintenance workers, food preparation positions, quality control technicians, and laboratory testers and technicians.

TABLE 4.1

Field	# of STIP projects offering	Modal Wage Rate
Data Processing	29	$4.75-5.50
Health-related	34	$4-4.75
Machinist Trades	63	$4.75-5.50
Electronics Trades	48	$4-4.75; $6-7.00
Welding	40	No clear modal range
Structural Trades	35	$4-4.75
Clerical & Services	42	$4-4.75
Mechanic/Repair	62	$4-4.75; $4.75-5.50
Drafting	12	Insufficient data

* Modal wage rates are used due to the method by which the data were collected. Rather than dealing with the specific wage rate for each occupation, the use of the nine occupational fields argued for a categorized average for wages in each field. Otherwise, extreme values within each category could have produced an exaggerated average. The modal wage rate indicates the wage-range offered most frequently by prime sponsors for each occupational field.

More detailed and thorough information is contained in Table 4.2, which combines the data on occupational fields and wage rates with information concerning the number of occupations offered within each of the offered fields, and the number of trainees within the training program for that occuptional field.

As highlighted in Section 3.1, most prime sponsors have restricted the number of occupations that they offer. More than half of them (55%) report that they train for one to three occupations, with another 21 percent offering four to six. Therefore, only one-quarter of the STIP grantees are involved with more than six specific occupations as opposed to general occupational fields.

Despite this concentration on a few occupations, a fairly diverse set of choices are offered across the different STIP projects, as evidenced by the distribution across the nine fields. Within the fields, though, the number of choices narrows dramatically. As shown in Table 4.2, most prime sponsors are avoiding a possible diffusion of attention by concentrating on only a few occupations within each occupational field offered, and most occupational fields have fewer than 50 trainees in them.

The picture that emerges from this data shows a typical program offering a limited number of occupational choices to a relatively small number of clients per field, culminating in preparation for a job that would pay about $4.50 per hour after one year on the job.[1]

4.2.1 Variations in Occupational Fields

Differences were found in the patterns of occupational concentration by both prime sponsor type and by region. Although the evidence cited above would lead one to the conclusion that some dimensions of the programs are not affected by local conditions, it does appear that the selection of fields does, in some way, rely on attributes of the prime sponsor and the region in which it is located.

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[1] This is substantially above the minimum wage ($2.65/hr. in 1978, $2.90/hr. in 1979) and above the average hourly wage of $3.38 for those entering unsubsidized employment from Title I activities (for the quarter ending September 30, 1978).

TABLE 4.2

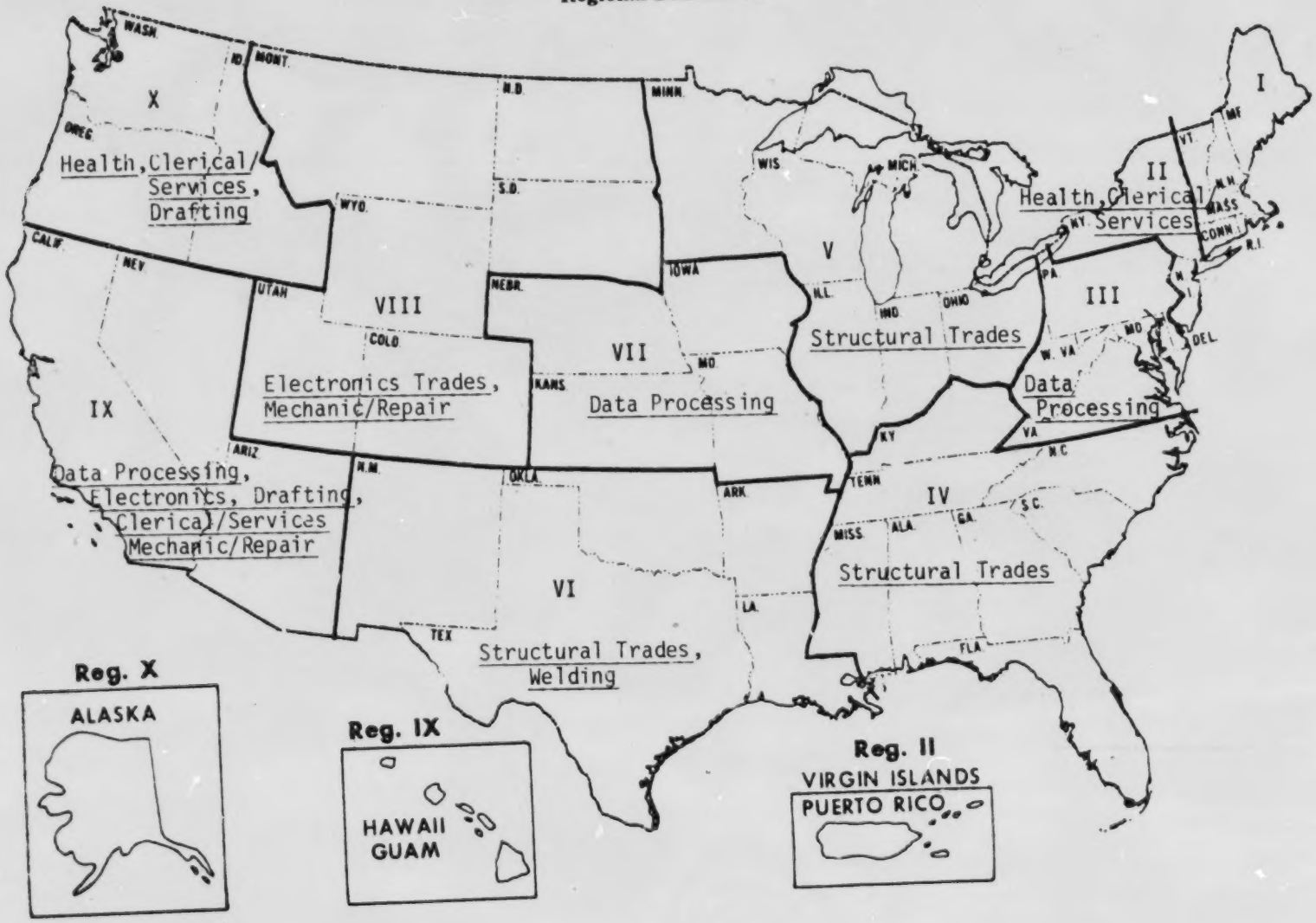
Field	Wage Range	% of Prime Sponsors offering less than 3 occupations in field	% of Prime Sponsors with less than 50 participants in field	# of STIP programs offering
Data Processing	$3-8 modal range: $4.75-5.50	100%	79%	29
Health	$3-8 modal range: $4-4.75	91%	82%	34
Machinist	$3-8 modal range: $4.75-5.50	84%	69%	63
Electronics	$3-8 modal range: $4-4.75; $6-7	90%	74%	48
Welding	$3-8 wide variation	100%	70%	40
Structural	$3-8 modal range: $4-4.75	83%	62%	35
Clerical & Service	$3-8 modal range: $4-4.75	88%	78%	42
Mechanic/Repair	$3-8 modal ranges: $4-4.75; $4.75-5.50	90%	74%	62
Drafting	$3-7 only 12 cases	----	----	12

The data concerning number of occupations per field and the number of participants per field were collected in categorical ranges, again due to the use of the nine-fields structure.

MAP I: REGIONS EXHIBITING OCCUPATIONAL CONCENTRATIONS

DEPARTMENT OF LABOR

Regional Boundaries



Prime Sponsor

In terms of prime sponsor type, cities are the most likely to be training participants for careers in electronics or welding, while county programs are the most likely to produce machinists. Consortia prime sponsors offer data processing, clerical, and drafting fields more often than other types, while BOS operators are the most likely to train for structural occupations. While there is no clear pattern here, it is possible that cities and consortia (which contain cities) are focussing on service-oriented trades in response to the increasing dominance of the service sector in most urban economies, while counties and BOS programs offer these fields due to the availability of industrial and construction work available in more rural areas.

Region

Similar trends appear in the regional breakdowns. While Region I (New England) shows no consistent trend, the other regions evidence some aspects of concentrating on a few fields, as shown in Table 4.3.

TABLE 4.3

REGION	Occupational Fields
2	Health-related, Clerical Services
3	Data Processing
4	Structural
5	Structural
6	Structural, Welding
7	Data Processing
8	Electronics, Mechanic/Repair
9	DP, Electronics, Clerical, Mechanic, Drafting
10	Health, Clerical, Drafting

Several interesting points appear when one regards these selections in the context of local economies. Regions 2 and 3, in the Northeast and the Middle Atlantic (see Map I), are tending to train for the service sector, while Regions 4 and 6, the heart of the Sunbelt, are concentrating on structural trades. While there is a great deal of variation within these large regions, it is quite possible that Table 4.3 evidences the influence of regional economies on the prime sponsors' behavior, which would be in conformance with STIP's aim of keying into local economic needs.

Program Operators

Another hypothesized determinant of occupational selection was the nature of the service provider. The degree to which the prime sponsor shared training responsibilities does vary, and there is no clear, definitive pattern which would permit us to say that occupation x is usually done by program operator-type y. However, there are indications that private sector program operators are used most frequently for higher technology training, such as data processing, health fields, and electronics, while prime sponsors are more likely to be the program operators for the fields of structural trades and welding, which are more traditional targets of employment training projects.

Upgrading

Upgrading is rare; in fact, only 18 of the STIP prime sponsors offered upgrading programs. The clerical and services area is the most likely to be upgraded with 7 of the 42 programs in the field showing an upgrade component.

4.3 Telephone Survey

Changes in occupational selection were reported in 32 of the 72 (45%) STIP projects contacted by telephone. Of these, almost all (90%) characterized the significance of their problems as being "high" or "medium," indicating a fairly serious level of difficulty. The largest category of changes were deletions (39% of those reporting changes), followed by replacements after deletions (36%). Only one-quarter of those reporting changes had straight-forward additions.

As might be expected, the new occupations tended to be classroom based, and there was a decrease in the hire-first commitments attached to these occupations (it should be noted that these conclusions are based on a small number of cases for which there is data). Consistent with these findings is the evidence that changes in occupations were made, primarily, as a result of changes in training providers or difficulty in recruitment of eligible participants. Other changes were made to firm up proposed, but not finalized, programs. For instance, after grant approval, Denver dropped particularly low-paying occupations (e.g., LPN) and changed a program for mine trainees to mine mechanic when it found the mine trainee occupation "too nebulous" to have hiring potential. Similarly, other primes changed or eliminated occupations due to the lack of advanced curricula or the examination of updated information showing lack of labor market demand in proposed occupations.

Approximately 59% of the STIP primes responding to the question had provided previous CETA training in at least some of the STIP occupations. This training was usually shorter in length of classroom training or provided on an individual referral OJT basis. Most previous training was funded under Title I, although in two cases funding was provided by Title III and a Voc-Ed grant.

4.4 Field Visits

Four of the five sites visited provided training in four or fewer occupations representing even fewer occupational fields. One site, Utah trained in 22 occupations which clustered within 6 occupational fields.

Occupational selection was often preceded by ES job demand studies, large-scale employer surveys, and/or market feasibility studies. Selection reflected dominant local economic conditions and trends and held few surprises. It appears that the real value of the selection process was to choose the best among likely contenders. San Francisco, for example, sent out a request for capabilities statements to thousands of companies and asked them what their staff needs were. Market studies on ten or twelve most promising occupations were conducted to assure that a large labor market was available within commuting distance (up to 40 miles) of the city. Two medical occupations--emergency medical technician and medical clerk--and two electronics occupations--engineering technician and computer programmer--were chosen as the most promising for the STIP project. San Francisco is the health training center for the West Coast, and electronics is a major industry on the Peninsula. Yet the prime sponsor, in this case, made an effort to determine that these obvious and good choices were the "best" ones based on current information. Tampa, similarly, used survey data to identify growth occupations and chose four which are in demand by its fast growing port, heavy hauling, and telecommunications industries. Two sites responded to shifts in their economic bases and chose occupations in both their old and new dominant sectors. Stamford, in the process of losing its manufacturing base, chose to train prototype wirers to work in small electronics firms and help stem their outmigration. Secretarial training was chosen in response to continued projected need as more and more corporate headquarters move into the area. Lackawanna, also a declining manufacturing area, decided to focus on labor intensive and high craftsmanship occupations which would not become obsolete or automated. Utah, whose economy is booming, chose the widest variety of occupations. It relied on an earlier massive business survey (over 4,000 contacts) and feasibility studies conducted especially for STIP (10-40 employers each were contacted representing the most promising occupational areas).

5.0 TRAINING DESIGN/APPROACH

5.1 Introduction

National intentions for the STIP program were four-fold:

- to improve the quality and increase the level of skill training provided under CETA;
- to provide low-income, unemployed workers, particularly those displaced due to technological change or other economic factors and those with obsolete or inadequate skills, with new skills by which to obtain permanent unsubsidized employment and, where appropriate, to improve the skill levels and career opportunities of currently employed, low-income workers;
- to meet industry needs for specific skills as determined by the industry;
- to increase private sector participation in the design and operation of employment and training programs.

Although the prescription of any particular design or model for achieving these ends was not made, STIP program guidelines and requirements established certain parameters for acceptable projects. The following are among the more important:

- Occupations were to require at least six months of preparatory training, and total training was expected to last at least six months but not to exceed 15 months (although the total program could last up to 18 months).
- No training program could be exclusively OJT, and the expectation was clear that classroom training would be the focus. However, there were no predetermined acceptable ratios for classroom and OJT components.
- When OJT was used, it had to be on a hire-first basis.
- Basic adult education types of instruction were not to be dominant components of the STIP design, although some specialized education (improving language or math skills) was permissible.

- The private sector was to participate in the design and oversight of program operations and prime sponsors were encouraged to use the local business/industrial community to provide classroom training.
- The appropriate role and activities of the private sector were outlined and an oversight committee structure suggested as one means of achieving private sector participation.
- Up to one-third of total costs (exclusive of administrative costs) could be devoted to an upgrade component which had its own separate program requirements regarding participant and employer eligibility.

The three levels of analysis produced the following general findings.

- Short-term training (less than 12 months), whether classroom only or combined with OJT, is used more than half the time.
- Training that lasts more than 12 months and combines classroom and OJT is used in less than one-fifth (17 percent) of the projects.
- Private sector program operators use short-term training (less than 12 months) more than two-thirds of the time.
- Different prime sponsor types seem to favor different training models.
- City and BOS prime sponsors tend to use the shorter, classroom and OJT model more often than the average.
- County primes are the most likely to be using the most basic model--a shorter time frame and classroom-only training.
- The shorter term, classroom and OJT model is the only one which is used more often at the workplace than off-site.
- About one-fifth of all STIP projects included an upgrade component in their program design.
- Upgrade components were disproportionately concentrated in the largest programs.
- The larger programs tended to use proportionately less of their grant for the upgrade component than did the smaller programs.
- Five of the projects dropped the upgrade component.

- Over one-quarter of the programs phoned reported changes in training design.
- The most common design change was dropping OJT components.
- When OJT was dropped, it occurred most often when trainees were being hired by local employers before scheduled OJT.
- About a quarter of those projects reporting design changes found it necessary to expand their curricula to include remedial training, world-of-work orientation, and/or OJT.
- Operational problems--most often late start-ups--sometimes caused program design changes.
- Two DOL guidelines--income eligibility and pay increase--caused the most problems for primes operating upgrade components.
- Eligibility waivers overcame this problem to some extent but these were not always approved and some primes dropped the component as a result.
- Upgrading was not used by the five field sites which cited the short lead time in the application development process and stringent regulations as reasons for not including it.

5.2 Grant Review

Given STIP's concern with the acquisition of higher skills, the kind of training models used to impart these skills becomes a prime research area. While there are many ways of conceptualizing the possible shapes of these models, we settled on two key variables as representing the significant aspects,[1] First, duration of training: how long is a participant trained for? Second, the type of training: is it classroom only, or is there also an OJT component? Given this outline, the grantees fall into the categories shown in Table 5.1.

As the table shows, the following four training models (each represented by a cell of the table) were used in STIP I projects:

Model 1: duration of training is less than 12 months (almost all are in the range of six months up to one year), and it is exclusively classroom training.

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[1] The two variable models were judged to be best, since they fit the most cases and incorporated key program guidelines--other three- and four-variable models were tested, but these resulted in awkwardly large numbers of models, which left more projects unaccounted for.

TABLE 5.1

Program Design: Duration and Use of OJT

	USE OF OJT		
PROGRAM DURATION	CLASSROOM TRAINING ONLY	CLASSROOM TRAINING COMBINED WITH OJT	TOTALS
Less than 12 months	36 (27%)	47 (35%)	83 (62%)
Longer than 12 months	28 (21%)	23 (17%)	51 (38%)
TOTALS	64 (48%)	70 (52%)	134 (100%)

TABLE 5.2

Training Models Used Under Varying Conditions

MODEL	USE BY PS	USE BY PS PROG. OPER.	USE BY PRIVATE SECTOR PROG. OPER.	LOCATIONS
(1) LT 12m, Classroom	City - 29.6% County - 31.4% (27%) Consortium - 23.3% BOS - 21.9%	25%	22%	44% at Workplace 50% off-site
(2) LT 12m, CT & OJT	City - 40.7% County - 25.7% (35%) Consortium - 30.2% BOS - 43.8%	30%	47%	49% at Workplace 43% off-site
(3) GT 12m, Classroom	City - 18.5% County - 22.9% (21%) Consortium - 20.9% BOS - 18.8%	22%	14%	29% at Workplace 64% off-site
(4) GT 12m, CT & OJT	City - 7.4% County - 17.1% (17%) Consortium - 23.3% BOS - 15.6%	20%	17%	26% at workplace 57% off-site *(Percentages for location do not equal 100% due to missing data.)*

Model 2: duration of training is less than 12 months (also 6-12 in almost all cases), and a combination of classroom and OJT is used.

Model 3: duration of training is more than 12 months (usually in the range of 15 to 18 months), and only classroom training is used.

Model 4: duration of training is more than 12 months (as above), and both classroom and OJT methods are utilized.

These models of training help to address several questions of interest: is the training model related to the type of prime sponsors? to the type of program operator? to the occupations offered? to the size of the program, in terms of dollars or participants? to the relationship between the private sector and the prime sponsor? Are there any general models of training being used for particular purposes?

The data in Tables 5.1 and 5.2 enable us to answer some of those questions. The distribution of the four models--27 percent, 35 percent, 21 percent, and 17 percent--show that short-term training (whether classroom only or combined with OJT) is used more than half of the time, while private sector program operators use these two models (1 and 2) more than two-thirds of the time (69 percent).

Different prime sponsors also seem to favor different training models. City STIP programs tend to use the shorter, classroom and OJT model more often than the average, as do BOS sponsors. County primes are most likely to be using the most basic model, utilizing a shorter timeframe, and classroom-only training. Consortia are more evenly distributed, with the shorter combination method model being used in 30 percent of these grantees, and the shorter classroom and longer combination models each accounting for 23 percent. This perspective makes it appear that the shorter term, combination method of training tends to be most popular in the field; additional evidence in Table 3.3 indicates that it is particularly favored by private sector program operators, who use it twice as much as any of the other models.

The appeal of this model to private sector program operators may involve the relatively short turnover time and the fact that they already have OJT facilities available. These factors would make this an attractive model for them. Conversely, the longer term models involve

much less turnover and, if there is any kind of performance contracting, this cuts into their revenue opportunities.

The data regarding location of the training program give more weight to the argument regarding the private sector's preference for this model. The shorter term, classroom and OJT model is the only one of the four which is used more often at the workplace than off-site. For the shorter duration models (1 and 2), the distribution between on-site and off-site is fairly even; for the longer programs, twice as many of models 3 and 4 are off-site. Additionally, model 2 is the dominant model found in those instances where prime sponsors have gotten "hire-first commitments" from local businesses, again indicating the viability of this model for the private sector. It is too early to tell whether this preference of private sector operators may be in conflict with STIP intentions to provide longer term and more advanced training.

5.3 Telephone Survey

Over one-quarter of the programs reported changes in training design. Some changes, such as elimination of upgrade programs, resulted from replacement of employers or training providers or difficulty in recruitment and are discussed separately. The problems/changes described here are those made directly to the basic training programs.

The most common design change has been dropping OJT components from an occupational training area or from the program completely. A few projects added OJT components and some expanded or extended their curricula, but the dominant design change was to eliminate OJT. In about two-thirds of the cases in which OJT has been dropped, trainees were being hired by local employers before scheduled OJT. This situation has occured in areas where the occupation was in extremely high demand or where employers found OJT experience unnecessary. In Hampden County (Massachusetts) and Monmouth County (New Jersey), participants were hired straight from classroom training in machine trades. Likewise, in Syracuse, OJT was eliminated for insurance clerks and in Colorado Springs (Colorado), OJT was eliminated for electronic technicians who, employers thought, were adequately trained in an intensified (CT) two-year college program.

On the other hand, given the problems of recruiting clients with adequate work or educational experience to meet the higher needs of the STIP occupations, about a quarter of prime sponsors making changes found it necessary to expand their curricula to include remedial training, world-of-work orientation, and/or OJT. Sometimes these additions were made for all students, sometimes for individual students, and sometimes for particular classes. Black Hawk County (Iowa) added a three-stage participation preparation process. All participants were first given a pre-curriculum test, a career assessment evaluation, and a work trial on machines. This program ensured that enrollee and employer needs would be better met. Morris County (New Jersey) found it necessary to provide a few hours of remedial training to selected participants each week. Bridgeport (Connecticut) added six weeks of vestibule training, and Atlanta expanded the job-related educational phase and hired tutors for individual training because of low academic levels and lack of OJT experience. Similarly, the Eastern Kentucky CEP and Denver (Colorado) added OJT components.

In New Haven (Connecticut), the trainer recommended that participants be given one to two weeks of field study upon completion of classroom training. The budget could not afford to do this but, interestingly enough, most participants chose to do this for a week at no pay. Thirty to forty percent of the participants were hired, in turn, by the employer they visited.

Finally, some operational problems encouraged program changes. These included late start-ups, leading to shortened training and, in a few cases, transportation difficulties (when training was not centrally located), which caused some components to be eliminated entirely.

5.4 Field Visits

The five field sites have used a wide varity of approaches to implementing STIP I projects. Length of training has run the full gamut from 6 to 18 months, while classroom training has been used alone, often followed by OJT and sometimes combined with OJT. Within this apparent diversity the following trends emerge for the five very different prime sponsors.

> *Prime sponsors have branched out into new fields, although many occupations were familiar to the CETA system. New curricula were developed for both the 'new' and 'old' occupations, and the use of canned approaches has been rare. The ability to modify and redesign curricula was a positive feature of STIP and one to which project operators attribute success.*

Each of the five STIP projects introduced new occupations to the CETA system. Utah, for example, through the Anaconda Mining Company, provided training for miners, mining electrician apprentices, and mining repair apprentices. San Francisco trained paramedics and computer programmers for the first time, while Tampa introduced tractor-trailer repair. Lackawanna's small program was entirely new. On balance, there were also many occupations with which primes were familiar. Fourteen of Utah's 22 occupations, for example, were standard offerings of the Skills Centers which provide much of the training for the two planning districts participating in STIP I. Stamford's choice of secretarial training also built on experience, as did Tampa's cable-splicing program.

Curriculum development was a major focus of project start-up activities. Utah used the Skills Center's core program for the first six months of its classroom training but developed new material and approaches for the last part. Tampa Skills Center instructors spent months in the research and design of their new courses in advanced secretarial, advanced welding, and tractor-trailer repair. Though cabinet-making was a course offered by Lackawanna's main training provider, it was substantially revised to fit the new conditions under which it would be taught at a participating employer's shop.

The curriculum for San Francisco's engineering technician program was already fully developed by its college provider, but this situation was the exception. More in keeping with the overall experience of the five was the modification of the city's paramedic training. Regular EMT applicants are required to have passed the Red Cross tests in First Aid and Cardiopulmonary Resuscitation. These prerequisites were dropped for the STIP program and four weeks of pre-EMT training substituted. Secondly, the three levels of training involved in the regular program are not usually offered to students as one course but, for the STIP program, the three courses were combined into one and restructured to include a higher proportion of clinical work as well as more total hours of training.

The ability to take more time with difficult material, bring in guest lecturers, introduce field trips, and add needed remedial options was viewed by all program operators as vital to the appeal and success of STIP.

> *Training providers and employers who were already known to the prime sponsor greatly outnumbered those who were new. The short lead time in developing STIP projects accounts for part of this trend.*

Skills Centers may be viewed as presumptive training providers in both Utah and Tampa; these were turned to first by program administrators who vividly recall the short lead time in developing STIP project proposals. Program administrators in Utah said they would ordinarily have used an RFP process to solicit vendors for the most promising occupational areas but were prevented from doing so by the two- to three-week time period in which programs were put together. San Francisco did use an RFP process and chose three providers, two of whom were new. As training subcontractors, all, however, had connections with CETA. Cogswell College, for example, learned of the RFP through its representative on the city's Employment and Training Planning Council. John Adams Community College is part of the Adult Education Division of the city's community college district, which also encompasses the Skills Centers often used by the Prime; AIRCO operates twelve STIP subcontracts throughout the country. Employers who provided work site training in Lackawanna and Stamford had prior OJT contracts with the primes.

> *The private sector was tapped to provide classroom training instruction, whether this was given at the work site or not. More often, classroom training was not undertaken at the work site.*

For the first time, Utah used professionals and employers from the private sector as instructors in its STIP training programs. A variety of local attorneys are teaching the paralegal course, and a number of doctors are acting as instructors for certain aspects of the optometric assistant course. Field visits to area employers are also part of the curriculum for most courses. At the Anaconda mine in Utah, STIP participants are

taught by their future employers. In Tampa, IBEW journeymen provide training in cable-splicing at the union hiring hall, and a submarine welder was recruited to teach the advanced welding course. Cober Electronics employees provide training to STIP participants at the plant in Stamford, while at Jaunty Fabrics in Lackawanna, loom mechanics and weavers are taught by long-term employees. Only in the two smallest projects--Lackawanna and Stamford--does classroom training take place predominantly at an employer's workplace.

> *The private sector was involved in the choice and approval of occupations and less involved in curriculum design or program operations. In situations where classroom training occurred at a workplace, employers were involved in both the selection of participants and the design and modification of curricula.*
>
> *Operational involvement by the private sector also was stronger when occupations had separate advisory committees whether or not these were affiliated with the prime sponsor's designated oversight committee.*

These conclusions are discussed in Section 6.0, (private sector involvement).

> *Changes in program design and approach were the norm and fell into the following three categories: changes in response to early participant placement, changes in response to participant needs which emerged during the program, and changes in response to non-performance of providers.*

San Francisco was the only program which fully implemented its original design. Both Utah and Tampa turned out program graduates more quickly than they had originally anticipated, and employers at both sites were also willing to hire even partially trained people. In Tampa, expected use of OJT fell short when employers said they thought graduates were equipped to enter their ranks without further program support. Both programs, as a result, requested program extensions and planned to enroll and graduate more participants. Tampa, in fact, dropped its OJT component for cable-splicers and began to run parallel sessions of classroom training for the increased number of participants brought into the program. Stamford had a reverse problem and found that it needed to lengthen the classroom training program for its prototype wirers and add more counseling for a

relatively more disadvantaged second participant group. One of its secretarial programs will also be extended to include a five-week job readiness program. Lackawanna had trouble with two of its three participating employers who did not live up to original commitments. The subcontract with one was terminated. Participants finished their classroom training at the training institute (which had previously been providing training on-site) and were subsequently placed in OJT positions. Another subcontractor de facto changed the program design when it began to provide training only during the evening after business hours and for shorter periods of time than contracted.

5.5 Upgrading

Under the program regulations, up to one-third of the total project costs (exclusive of administrative costs) could be devoted to an upgrading component and, with proper justification, up to one-half of the grant could be used to improve the skills of currently employed workers. Specific program requirements differed from those for basic training and included the following:

- Employed persons had to be:
  - -- a member of a family which had a current total family income at or below the lower living standard income level in the area in which they reside;
  - -- in the lower 25 percent of the firm's pay scale; and
  - -- be in an unskilled or semiskilled occupation; and
  - -- have been employed by the employer for at least six months.
- The upgrade occupation had to provide a minimum one-third increase in wages over the lower level occupation from which a participant was being upgraded.
- STIP upgrade training had to result in the creation of an unsubsidized employment opportunity at the lower or entry level which could then be backfilled with other CETA participants or unemployed persons (employers were to make commitments to backfill the positions).
- For occupations covered by a collective bargaining agreement, the concurrence of the appropriate labor organization had to be obtained.

- At the beginning of OJT, trainees in STIP upgrading would receive wages of the upgrade job. In the classroom portion, payments could range from the minimum normally paid to participants in training up to the level of the wages the employee would make in the new job.

5.5.1 Grant Review

Twenty-five, or 18 percent of all STIP projects, included an upgrade component in their overall program design, and the total funds planned for upgrading was approximately $5.3 million, or about four percent of all STIP funds. Upgrade components were disproportionately concentrated in the largest programs, with programs receiving grants of $1.2 million or more about twice as likely as all programs to include upgrading. However, these larger programs tended to use proportionately less of their grant for the component than did the smaller programs. New York City, for example, used only three percent of its total $11 million grant for upgrading. Baltimore and Los Angeles also used relatively small proportions of their grants; 13 and 7 percent, respectively. Though upgrading was represented about equally among all types of prime sponsors, there were several regional variations. Region VIII had the largest proportion of upgrading projects, with four of its 10 projects including the option. Region III had the most funds devoted to upgrading--about $1.7 million, or nine percent of the Region's total.

5.5.2 Telephone Survey

A number of projects experienced problems with the upgrading component of STIP, due to two of the DOL guidelines: the income eligibility requirement for participants and the minimum one-third pay increase for upgrade completers. The income eligibility requirements greatly reduced the possible universe of participants. Potential participants are employed persons whose salaries generally exceeded the DOL guidelines even after the guidelines were made more liberal. The one-third pay increase for upgrade completers was unacceptable to some companies, as it would have created inequities in their current pay structures. In the Monmouth County, New Jersey project, the one-third increase conflicted with union contracts.

Five of the projects--three of them relatively small--dropped the upgrade component and modified their programs to expand basic training. Chester County (Pennsylvania) and Broward County (Florida) and the State of Mississippi all cited the income eligibility criteria as the biggest stumbling block.

Some other difficulties expressed by STIP operators were not related to the guidelines. The Jefferson County, Colorado project leader indicated that the upgrading component had been successful but was far too expensive in terms of cost per placement. Furthermore, the industries in his area did not lend themselves to upgrading. The Colorado Springs/El Paso, Colorado project operator felt that the industries in his area required longer range (two to four years) and higher skills training than could be offered under STIP. The California BOS operator reported that the industries that were contacted did not like the idea of removing a trained worker and placing him or her in the classroom. That employee would have to be replaced with another person requiring training. In addition, the upgrade completer would require supervision in his or her new position. The state intends to shift funds to its basic program.

In general, the upgrade component in the projects surveyed was similar to the basic training component. In the Colorado Springs/El Paso (Colorado) project, upgrade participants attended the same classroom training sessions as the basic training participants. The Monmouth (New Jersey) project operator reported that he saw very little difference between the two components other than the participants in upgrading were employed before the project. The New Bedford (Massachusetts) operator indicated the components were not really different, though the upgrading component tended to be more individualized. Furthermore, he felt that the requirements with respect to percentages of time for CT and OJT in upgrading were too complex and inflexible; as a result, the project had to be designed around these regulations and did not address some of the needs expressed by the participating employers.

5.5.3 Field Visits

None of the five Prime Sponsors visited decided to include an upgrade component in their STIP I program (nor did the two who received STIP Round II grants introduce an upgrade component). For the most part, this decision was an internal administrative one based on assumptions of the difficulty or impossibility of developing a successful upgrade program component. San Francisco cited the difficulty of finding upgrade participants who would qualify under the income ceilings given the high entry wages in the local labor market. With the press of other youth program proposals, they were also reluctant to negotiate the more complicated and time-comsuming arrangements perceived as necessary for the upgrade program. Lackawana also regarded the regulations as too stringent, particularly given the degree of union strength in the area. They did, however, discuss the possibility of an upgrade component with the main training provider for their basic programs. Stamford, Utah, and Tampa/Hillsborough never approached the idea of upgrading with the private sector, and existing oversight committees tacitly approved this position.

> *Thus, in the five sites visited, upgrading was never really given a chance. Whether the short lead time in the application development process (cited as a pervasive problem in sound program design) or stringent regulations, vague guidelines and interpretations constituted the more serious problem is difficult to determine.*

6.0 PRIVATE SECTOR PARTICIPATION

6.1 Introduction

Central to the notion of the STIP program is the participation of the local private sector, which will ideally be drawn into the project in its planning stages, help with the initial design, and provide training and job slots for program graduates. The development of the STIP oversight committees was an attempt to ensure that the training programs would not be producing workers with skills which were irrelevant to the local labor market. This section explores some broad aspects of private sector participation and oversight committee functions in the STIP program.

6.2 Grant Review

To develop an intuitively clear concept of private sector participation, 23 tasks were identified as being potential intervention points for the private sector, and each STIP grantee was scored on how many of these functions involved private sector input. (See the Table 6.1 on the following page.)

Before discussing how the different projects scored on this scale, it is worthwhile to look at its structure. The simple frequencies show that private sector participation is most common in curriculum development and review, the identification of occupations for training (as would be expected given the necessity of collecting labor market data), and the provision of equipment for training purposes.

Another perspective can be developed by searching for "clusters" in the data; that is, do certain tasks occur together? Six discrete clusters were found through the use of a factor analysis of the 23 tasks.[1] They were: a training cluster, involving the provision of instruction, equipment, and space for training program participants; a monitoring and evaluation cluster; a support services and counseling cluster; a client recruitment and certification cluster; a hiring cluster, involving the extent to which hire-first and hire-if-possible commitments are obtained; and an administration cluster. It should be noted that no cluster contained more than three

[1] Factor analysis is a regression-based technique which attempts to define underlying dimensions in a set of discrete variables, thus allowing one to test for the existence of hypothesized groupings.

Table 6.1

PRIVATE SECTOR PARTICIPATION SCALE

Task	Percentage of Prime Sponsors Reporting Private Sector Involvement
1) Identifying occupations	73%
2) Identifying training sources	64
3) Curriculum development	75
4) Curriculum review	77
5) Client recruitment	26
6) Client certification	10
7) Client assessment	32
8) Public relations	19
9) Classroom training	53
10) OJT	64
11) Provide instruction	69
12) Provide equipment	73
13) Provide training space	69
14) Testing	22
15) Support services	11
16) Counseling	11
17) Job development	47
18) Placement	55
19) Hire-first commitment	40
20) Hire if possible	57
21) Monitoring	59
22) Evaluation	45
23) Administration	11

tasks (using a commonly accepted threshold[1]), indicating that they occur as relatively discrete actions.

In tandem with the frequencies, it seems safe to assume that the training cluster is found most frequently, while client recruitment and certification and administration are rarely implemented clusters, vis-a-vis the private sector.

As mentioned above, each STIP grantee was scored on how many of these functions involved private sector input, and this total (21 was the highest score recorded) was used as a rough measure of the degree to which private sector actors were involved in the STIP project. For greater clarity, the scores were collapsed into four categories: low participation (1 to 5 tasks), moderate participation (6 to 10 tasks), high participation (11 to 15 tasks), and very high participation (16 to 21 tasks).

As can be seen from Table 6.2, the grantees fall into the moderate to high range in almost three-quarters of all the cases. There were some regional differences found, with Regions 3, 6 and 7 being lower in the range and Regions 8, 9, and 10 being higher than average. Cities and counties accounted for more of the lower scoring jurisdictions than would be expected from the occurrence in the grantee population, while consortia and BOS grantees were somewhat higher. Of particular note is the fact that 50 percent of the STIP grantees in the "very high participation" category were consortia projects. There is no apparent relationship between the grant size of the project and the corresponding level of private sector participation. Private sector participation is, however, somewhat related to the number of participants, with larger participant projects tending to have higher levels of private sector involvement.

While the data are not definitive, there are some interesting patterns regarding the involvement of different actor groups in the private sector. Almost by definition, those prime sponsors reporting higher levels of private sector participation tended to have specific area employers cooperating with them; the 78 percent reporting such cooperation scored higher than the overall average, while those not reporting the involvement of specific employers had scores that were only half that of the average. An

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[1] In factor analysis, each variable receives a weight, ranging from .00 to 1.00, indicating how closely the variable is "tied" to the underlying factor. The cutoff used here was .60, which demonstrates a fairly strong relationship.

Table 6.2

VARIATIONS IN PRIVATE SECTOR PARTICIPATION*

Private Sector Participation Score	Notable Regions	Notable Prime Sponsor Types
LOW (1-5 tasks): 14% of grantees	3 (33% in category) 6 (19% in category) 7 (22% in category)	City (22% in category) County (23% in category)
MODERATE (6-10 tasks): 34% of grantees	5 (43% in category) 6 (56% in category) 7 (56% in category)	--------
HIGH (11-15 tasks): 38% of grantees	2 (48% in category) 4 (48% in category) 5 (43% in category) 8 (70% in category)	BOS (47% in category)
VERY HIGH (16-21 tasks): 13% of grantees	8 (20% in category) 9 (39% in category) 10 (38% in category)	Consortia (21% in category)

*Key: Regions and PS types were chosen on the basis of their differing from the distribution found in the total population. For example, while 14% of all grantees were in the LOW category, 33% of the grantees in Region 3 showed low levels of private sector involvement; similarly, 22% of the city STIP projects had low levels.

interesting side point is that union involvement was positively related to the level of private sector participation.

The oversight committees represent a formal linkage mechanism for private sector participation in STIP projects and a number of points are worth discussion with regard to the formulation of project oversight committees:

- Prime sponsors had very little lead time in which to write their grant applications. As a result, some of the applicants were not able to formulate an explicit committee. Other applicants identified organizations from which potential members of the oversight committee would be drawn.

- In the course of developing a project, some prime sponsors formed an advisory committee. It was not always clear if the advisory committee would serve as the oversight committee upon receipt of the grant.

- A number of prime sponsors used the manpower advisory council or a subcommittee of the council as the project's oversight committee.

- Some of the projects involving a series of occupations in different sites (usually BOS) chose to incorporate more than one oversight committee, each specializing in an occupational area.

In reviewing the data from all 141 project sites, it was found that almost three quarters of the oversight committees were created specifically for STIP. About the same proportion of grantees were served by one oversight committee which generally consisted of six to ten members. The principal activities of the oversight committees were supervision and guidance as well as program design; two-thirds of the projects reported spell out involvement in program design, while less than 20% reported spell out participation in training, administration, or client intake activities. Almost three-quarters of the program had ties to the pre-existing manpower planning council, revealing some degree of cooperation between STIP and more traditional CETA programs.

Another aspect of coordination explored was the linkage between STIP, economic development, and the private sector. This linkage was hypothesized as a reflection of the degree to which the public agencies in a locality have been able to draw the private sector into a partnership. A unified effort synthesizing employment and training with economic development will be quite

useful to the private sector. Similarly, private sector involvement may be a requisite for effective employment and training and economic development planning.

Almost one-third of all grantees (31%) were reported to have coordination with economic development activities in their locality, and of these about three quarters (71%) reported high levels of private sector participation. These sites may well prove to be particularly effective in developing strong placement abilities due to this comprehensive network, while establishing a relationship between CETA training and the provision of candidates to fill area skill shortages.

As reflected in Table 6.3, private sector involvement tends to be higher when the prime sponsor is training in occupations new to the CETA system. A number of possible reasons can be suggested:

- The prime sponsors with experience feel they already have the necessary expertise and rapport with local industry representatives. More formalized and extensive relationships may tend to discourage their participation and cooperation.
- Private sector representatives feel comfortable with the level of training provided by the experienced prime sponsors in the past and do not feel the need (or have the time) to become more involved.
- The previous experience with prime sponsor training programs was unsuccessful and soured the private sector on cooperation.
- Prime sponsors lacking in experience in the STIP occupations feel the need to more extensively involve the private sector in order to successfully train and place participants.
- In areas where prime sponsors have not provided STIP training, this was the industry's initial contact with a CETA program. Hence, the private sector would be more involved to ensure that the program was meeting its needs.

Overall, then, the grant analysis of private sector involvement indicates the following:

- For most projects the private sector is involved in between 6 and 15 project tasks among the 23 identified.
- Involvement is greater in projects which are operated by consortia and in projects with a high participant population.

Table 6.3

PRIVATE SECTOR PARTICIPATION AND PREVIOUS

Private Sector Participation Score	Prime Sponsor has Previous I with STIP Occupations
LOW	11 (79%)
MODERATE	13 (62%)
HIGH	11 (55%)
VERY HIGH	2 (29%)

Note: There are 79 missing cases in this table, making the cond
pattern exhibited is offered as an area for further consi

EVIOUS TRAINING EXPERIENCE

ious Experience	Prime Sponsor Does Not Have Experience with STIP Occupations
	3 (21%)
	8 (38%)
	9 (45%)
	5 (71%)

e conclusions rather tenuous. Nevertheless, the
consideration.

- Union involvement is positively related to the level of private sector participation.
- Prime sponsors lacking experience in the STIP occupations report high levels of private sector involvement.
- Most project oversight committees were formed explicitly for STIP and have 6 to 10 members.
- Most projects have been served by an oversight committee which was involved in supervision and guidance as well as program design.

6.3 Telephone Survey

Calls to 72 of the projects provided additional information on the nature of private sector participation as well as changes that occurred once the projects were funded.

About a quarter of all those phoned reported that they had lost a private sector training provider for CT and/or OJT during their project's start-up. The loss of a classroom training provider was usually more significant, since it was likely to lead to the elimination of training in a particular occupation altogether, whereas the loss of an OJT provider frequently led only to a replacement of the provider. The reasons for cancellation by employers include:

- Employers refused to abide by DOL regulations.
- A firm commitment never existed.
- Upon reconsideration, the need for new hires in an occupational skill area was no longer in evidence.
- Internal company problems made involvement impractical or unreasonable.
- Unions refused to accept trainees.

In Prince George's County (Maryland), for example, one industry pulled out claiming they could not abide by STIP regulations due to the security and confidentiality of their work. In Stamford (Connecticut) Xerox never made a firm commitment and dropped out after grant approval. Lackawanna County, (Pennsylvania) lost an employer who decided it didn't need to hire trainees following reassessment of company goals.

A variety of internal company problems resulted in lost employers. One employer in Dakota County (Minnesota) closed its plant so trainees had to be transferred. Another employer in Dakota County, who was to provide OJT for medical technicians, found their union unwilling to accept STIP trainees

and withdrew from the program. Similarly, in Jefferson County (Colorado) a firm was undergoing a company reorganization and could not follow through on their commitment. In Mississippi, an employer dropped out when they didn't receive anticipated government contracts.

While employers most frequently cancelled their agreement with the prime sponsor, in other cases the prime sponsor chose to terminate its contract with the employer due to the inability of the employer to provide adequate training and/or adequate sensitivity to the needs of STIP clients.

The prime sponsor in Columbus (Georgia) found an employer who was training loom fixers to be unresponsive and insensitive to the needs of the disadvantaged. The prime sponsors first tried to increase screening efforts, but when the participant turnover remained unacceptably high (35-40 percent), the employer and occupation were replaced. Both Fairfax County (Virginia) and the State of Arkansas has similar problems because of inadequate and incomplete training delivery.

This section so far has discussed problems with private sector participation. On the positive side, some prime sponsors reported increased levels of private sector participation (no problems attached) during program implementation. For instance, due to the initial employers' enthusiasm, Syracuse (New York) attraced additional employers to the project. Participating insurance companies advertised in a trade magazine that firms seeking employees should contact CETA/STIP. More hiring commitments resulted. Syracuse, in fact, received more requests to hire trainees than they could accommodate. Finally, despite the problems that have been elaborated so far, the prime sponsors, almost unanimously, claimed that a primary benefit of of the STIP program has been the increased opportunity for private sector involvement. (See Section 9.0 for more detail on STIP benefits.)

Approximately three-quarters of the projects contacted reported that their oversight committees had experienced no change. Of those that had experienced change, one-half reported new members and 29% reported membership turnover. These changes were largely the result of changes in occupations or training providers in the projects. For the most part, the changes affected only one or two members of the oversight committee.

A number of prime sponsors reported that these changes in their oversight committees were significant. For example, when the Madison County (Illinois) grant application was drafted, training providers were not identified. Hence, a subcommittee of the Manpower Advisory Council was proposed as the project's oversight committee. Once the project had started, the entire composition of the oversight committee was changed to representatives of the classroom training and OJT providers. In the State of Utah project, a new committee had to be formed because one of the three counties in the consortium had dropped out.

A few prime sponsors indicated that the oversight committees mechanism was not very effective. The oversight committee for Davidson County (North Carolina) became disillusioned with their project due to enrollment problems and became inactive. The Madison-Dane (Illinois) and Clermont-Warren (Ohio) projects also reported that their oversight committees were not very active. In the State of Arkansas project, the oversight committee was eliminated because it did not provide necessary feedback to the prime sponsor. Interestingly enough, none of the operators of these programs indicated that changes in their oversight committees had had much impact on program operators or successes.

In conclusion, the telephone survey of 72 projects uncovered the following key elements with respect to private sector involvement in STIP.

- Projects frequently encountered problems concerning the loss of a private sector training provider for classroom training and/or OJT.
- The loss of a CT provider was usually more significant since it frequently resulted in the elimination of a particular occupation. OJT providers were more easily replaced.
- Some prime sponsors reported increased levels of private sector participation during project implementation.
- The majority of projects reported no change in their oversight committees.
- Of those reporting change, these changes were typically the result of the loss and/or replacement of training providers. For the most part, the change was small, affecting only one or two members of the oversight committee.
- Some prime sponsors indicated that the oversight committee mechanism was not used effectively in their projects though this did not have a great impact on program operations.

Another telephone survey of 16 STIP projects conducted by the National Commission for Manpower Policy found:[1]

- More than half of the businesses participating in STIP were large firms (i.e., employing more than 500 workers).
- Some prime sponsors report that they have been able to arrange training programs with trade associations that represent small businesses and that this has been a beneficial new departure.
- In general, employer reaction has been very favorable.
- Problems centered around the "red tape" involved in negotiating and finalizing contracts. Some employers also complained that some participants were not sufficiently motivated.

6.4 Field Visits

Two of the five sites visited experienced start-up problems with the employers providing training. Both of these sites, Stamford and Lackawanna, used more than one employer to deliver their STIP training. The remaining three sites, Tampa, San Francisco, and Utah, used either one private sector employer or a union (Tampa) to deliver training.

Both Lackawanna's and Stamford's problems revolved enough employer commitments falling through. Lackawanna used three small businesses to provide training. The relationship with two of these businesses did not go smoothly. One business which agreed to provide OJT training in carpentry and woodworking encountered problems when all the STIP participants walked off because the employer was using STIP labor to increase production quotas. The contract with this company was subsequently terminated. Contrary to the initial agreement, another company (which had participated in OJT previously) did not provide the promised 10 hours of training per week to participants. Furthermore, they did not live up to hire-first agreements. However, participants completed this truncated program and placements were made for participants in unrelated occupations. In these cases, it appears that unreliable companies were contracted, suggesting the need to adequately assess the training capabilities of firms before selecting them as trainers.

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[1] National Commission for Manpower Policy Briefing Paper (3-28-78); December 5, 1978.

Stamford had a problem with the only one of four companies in the grant application to give a firm commitment (Xerox Corp.). While Xerox offered no adequate reason for backing out of the project, they may have been reacting to a turnover in the prime sponsor STIP staff. Xerox was not replaced. Stamford's other programs started up quite smoothly.

The remaining 3 sites visited did not have as many employers involved as Lackawanna and Stamford, and all experienced smooth relationships with their participating employers. In all cases, the smooth start-ups were attributed to the use of existing contractors who had established working (debugged) relationships with the prime sponsor.

In Tampa, for instance, the International Brotherhood of Electrical Workers (IBEW) was providing training in cable splicing. While they had never provided this training before for the prime sponsor, the IBEW was actively involved in previous Skill Center cable splicing training courses. In Utah, the Job Service representative had previously been employed at the Anaconda mine, and drew on this existing relationship to establish the Anaconda training program for STIP. In San Francisco, STIP did not represent a departure from previous operations under Title I.

Besides actually providing training, private sector representatives were involved in the design and direction of STIP programs through oversight committees. In all five cases, oversight committees were used actively during program design. In 3.5[1] of the cases the oversight committee remained quite active and involved during program operations.

Stamford formed two oversight committees for STIP--one for the electronics-related occupations and one for the clerical occupations. The two committees, together, made up the STIP Business and Industry Advisory Council. While the oversight committees were influential in screening the STIP programs and determining necessary skills, they remained active after STIP implementation by evaluating the Title I Skills Center training programs. Individuals from the oversight committees have also visited the Skills Center on a regular basis to lecture Title I students on job-related topics. Similarly, the State of Utah used its oversight committees, or existing advisory councils to the Skills Center, to develop and validate the curriculum as well as to provide instructors for all or parts of programs and to host field visits.

[1] San Franciso had four committees--two remained active, two did not.

Lackawanna's oversight committee was formed as a subcommittee of the Planning Council. The oversight committee continues to meet on a bimonthly basis to approve all STIP plans. It was the force that approved the deletion of one of the OJT contractors and suggested alternative employers. Lackawanna feels that the participation of the private sector on the oversight committee has resulted in a better design and improvement of the effectiveness of STIP in training participants with marketable skills.

San Francisco has four oversight committees--one for each training program. Of the four committees, two remained active during implementation and two have been inactive. The Paramedic Oversight Committee is the same advisory committee the community college uses to set standards for the program. The oversight committee, however, was particularly important in getting cooperation from private ambulance companies and hospitals to permit a 3 1/2 week clinical experience component to be added to the course for STIP clients. San Francisco's Oversight Committee for the Engineering Technician program was especially formed for STIP. Primarily comprised of electronic firm representatives, the Committee meets quarterly to review progress, suggest activities, arrange field trips, and approve changes. The Committee has asked to meet with the students directly since they will soon be graduating and looking for jobs.

San Francisco's medical clerical program probably suffers due to its inactive Oversight Committee. While one has been formed on paper, the teacher was unaware that it existed. The teacher was, therefore, solely responsible for the curriculum design as well as student placement. Having to rely on her own "connections," the teacher's somewhat successful placement efforts could have been aided by the additional contacts provided by an oversight committee. Finally, the Airco welding program in San Francisco has assembled an oversight committee but intends to involve specific employers regardless of their presence on the Committee.

The last site, Tampa, also formed an oversight committee to approve the occupations and review program curricula. After STIP start-up, however, this oversight committee became inactive. In conclusion, at all five sites, the oversight committee was active and played a productive and constructive role in program design, occupational selection, and curriculum review. At some of the sites multiple oversight committees or subcommittees existed that were closely related to one or a few occupations. In most of these cases, the oversight committees tended to continue their active involvement through program implementation, whereas the larger, more diverse oversight committees did not.

The five sites visited were unusually successful in lining up hire commitments and hire considerations for participants. Three of the five sites received hire commitments. Tampa lined up commitments for all of its cable splicing trainees. In Utah, hire commitments were obtained from area employers although the Prime Sponsor found it difficult to get employers involved and committed to the project before it was actually funded. This might have been due to the fact that some employers were contacted several times in the past for other programs that had not been funded for one reason or another, and other employers just didn't want to make a commitment so far in advance. Nonetheless, Utah was successful at soliciting commitments and placing participants in those committed jobs.

Finally, while Lackawanna received hire commitments from the training providers, two of those trainers (as earlier described) did not last. These commitments were subsequently lost and placements were made in unrelated occupations.

Of the remaining two sites, Stamford received a hire commitment from one employer-trainer and hire considerations from the two others, leaving some participants still "unconsidered." San Francisco received hire considerations from local employers but assumed there would be few placements made to these employers as they were merely expressing interest in the project. In fact, where San Francisco did have hire commitments lined up for paramedics, trainees were placed in more desirable positions elsewhere.

In sum, all the sites visited had either hire commitments or considerations made by employer-trainers and/or area employers. Only in one site did these commitments fall through. Later on in the program, conclusions can be drawn about the number of actual hires made by committed and interested employers.

For the most part, unions have participated in STIP by representation on oversight committees but not as training providers or as a hiring source. Of the five sites visited, Tampa was the only program with active union involvement. Training in Tampa for cable splicers was provided in the IBEW hiring hall, by an IBEW-supplied instructor on IBEW-supplied equipment. The key to Tampa's success in involving the union was the union's extreme need for cable splicers. In Florida, unions are not as strongly

embedded as in the other industrialized areas of the country. Hence, the union competes with nonunion companies to hire trained cable splicers. It is therefore to the union's advantage to participate in the STIP training and to provide hire commitments rather than allowing competitive nonunion companies to do so.

In Stamford, in the heart of industrial New England, STIP was not successful in winning support in unionized companies. Although the union did not mind having a member sit on the oversight committee, it (IBEW) was adamantly opposed to in-house government sponsored training programs. Union officials were afraid that if the training program runs as long as the union contract, it might become necessary to lay off more senior union members. Likewise, Lackawanna could get no union approval for upgrading since the unions worried about STIP upsetting promotion through its seniority system. In San Francisco, there was no union involvement. In each San Francisco case the occupations was either a nonunion one or a training program had been established and ongoing for years (e.g., paramedics). Hence, due to a threat to union seniority systems, none of the programs in the established "union towns" were successful in actively involving those unions in STIP.

6.5 Conclusion/Overview

On the whole, the five sites visited were successful with private sector involvement in their STIP programs. Most report an improvement in their image and relationship with both specific employers and the local business community in general. For example, in Utah, motivated by STIP, the Skills Center has started several public relations programs with private employers. In Stamford, employers no longer overcritically and cynically consider STIP participants as employees, companies are now coming to the prime sponsor asking about participating in STIP, and the STIP Business and Industry Advisory Council has become the nucleus for the Private Industry Council (PIC). In sum, STIP has been successful in building on exisitng relationships and constructing new ones with the private sector that will have beneficial effects on all CETA programs.

7.0 PARTICIPANTS

7.1 Introduction

The Department of Labor regulations for eligibility of STIP participants were similar to those for Title VI; an eligible person had to:

- Be a member of a family which is economically disadvantaged or which has a current total family income at or below 70 percent of the lower living standard in the area in which they reside; and
- Have been unemployed for 15 weeks or more of 20 weeks immediately prior to application; or
- Be a veteran who has served on active duty for a period of more than 180 days or who was discharged or released from active duty for a service-connected disability, provided that such veteran has not obtained full-time unsubsidized employment between the discharge and the selection for STIP; or
- Be a member of a family which is receiving Aid to Families with Dependent Children; or
- Be a CETA participant who either has been enrolled in a CETA Title I, II, III, IV, or VI activity for 15 or more weeks, or who at the time of enrollment met the above eligibility requirements.

In addition, participants had to possess the basic educational abilities and a work history or background sufficient to allow them to utilize and benefit from advanced skill training.

The grant applicants were given the responsibility for establishing selection criteria and screening procedures. They were also permitted to establish priority groups (in addition to veterans) for selection.

7.2 Grant Review

The cross-site analysis provides little information concerning the participant population. Not surprisingly, veterans are by far the most often targeted group; about 60% of the projects had a target for veterans. Women and minorities followed, with 43% and 38% of the projects respectively reporting these target groups.*

*A planned total of 24,000 participants are to be served under STIP I. Their program completions, placement, and retention experiences will be analyzed in the final phase of the evaluation.

7.3 Telephone Survey

Many prime sponsors experienced difficulties in recruiting eligible participants into the program, especially into upgrading programs.[1] This problem was exaggerated in areas of low unemployment, rural areas, and for training in high-level occupations in which employers set selection criteria unusually high for CETA programs. As a result, waivers on requirements were requested, recruitment areas were expanded, programs were reduced, and upgrading components were eliminated.

Dade/Miami(Florida), for example, could not find eligibles with sufficiant skills in math for accounting training, so clients were instead placed into data processing and clerical training. The State of New Jersey had a similar experience with nuclear-related high technology occupations.

Both Davidson (North Carolina) and Dakota (Minnesota) counties have low unemployment rates and experienced difficulty in recruiting eligible clients. Buffalo, on the other hand, expanded its area of recruitment to find eligible clients.

Upgrading programs experienced acute problems with the strict regulations. The Ft. Worth (Texas) Consortium, Chester County (Pennsylvania), and the State of Mississippi could not find eligible participants for their upgrading components and therefore had to eliminate these programs. Broward County (Florida) tried unsuccessfuly to get a DOL waiver of eligibility requirements, and they also ended up eliminating the upgrading program. Jefferson County (Colorado), maintained its upgrading program but was subject to a two-month delay while requirements were interpreted. Fresno (California), too, maintained its upgrading program but was reduced to training in one occupation because of the strict regulations (Fresno eliminated upgrading altogether in STIP II). One program, New Bedford (Massachusetts), however, was particularly successful in operating its upgrading component, but only after receiving a DOL waiver to facilitate its client recruitment program.

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[1] In upgrading programs, the aim was to upgrade on-board employees, therefore implying a need to recruit employers willing to do this, and not participants *per se*. The newly opened positions would then be filled with other CETA participants.

Finally, some primes had problems either recruiting or dealing with the special needs of target groups. In Bridgeport, Connecticut, a participating employer extended its services to recruit female participants. The employer held seminars for women in order to inform them about plant operations. The employer further extended its services by providing unanticipated support services. Similarly, the Dallas County Consortium hoped to place females in nontraditional jobs. They found, however, that they were unable to attract interested women. One prime sponsor experienced an exteme problem with its target group. Prince George's County (Maryland) provided training to prison inmates on work release. Unfortunately, one trainee committed a crime in the vicinity of the program, so the location of training was subsequently moved to the grounds of the House of Corrections.

7.4 Field Sites

Some of the sites visited had minor problems recruiting clients, although these problems were not significant overall. When problems did occur, they tended to encompass both recruitment and retention for specific occupational areas within projects.

> *Programs that were altered to the needs of STIP (or CETA) clients had fewer recruitment and retention problems than those that "force fit" STIP clients into existing and non-flexible programs. Problems were compounded by rushed program development and participant selection.*

San Francisco provides a good example of both success and difficulty in the recruitment and retention of participants. The project experienced retention and recruitment problems when they tried to force fit participants into a college program, and at the same time, was highly successful with adapting a college program to STIP clients. In the case of the medical clerical program, hurried recruitment and selection resulted in a group of students who were not as motivated as the instructor was accustomed to in the regular community college program. This in turn led to student discontent. Because the teacher felt that hostility among students was interfering with the educational process, she asked for a black male counselor for her program. Almost half the class was black, and the most serious problems of absenteesim, lateness, and hostility were among

this group. The presence of the counselor significantly improved both the students' and the teacher's feelings about the course, demonstrating the necessity to address the needs of the students in the program.

Another San Francisco project provided a condensed two-year college program for engineering technicians. However, because entrance and course work standards were not to be compromised for the STIP program, recruitment of appropriate students who met STIP guidelines was difficult. Also, in order to conduct the STIP program, the college depended on enrolling students into the spring term of the regular program. They could not begin recruiting until the second week in December 1977, and classes began on January 3rd. The high early dropout rate reflects these difficulties.

On the other hand, San Francisco also engaged a community college to provide paramedic training. The course was restructured to meet the needs of STIP clients who would have less related work experience than did the regular paramedic students. The course was highly successful, with no retention problems and high placement rates.

All of the sites visited used more stringent selection techniques than other CETA programs. These techniques ranged from secondary screening interviews with the trainer to the provision of aptitude tests. While instructors complain that there were behavior problems among participants that related to their long-term unemployment, they nevertheless agree that careful selection accounts for lower dropout rates among these same participants.

In Tampa, a background in plate welding was required for all applicants in advanced welding. Furthermore, the instructor developed a work test to be given to applicants along with the usual verbal and written evaluations. Low participant turnover was attributed to this careful selection process.

In the State of Utah, one trainer devised his own selection test, which included a written essay and a standardized I.Q. test. In San Francisco (S.F.), the paramedics were subject to selection by an interview committee consisting of the assistant director of the school, the lead teacher, a practicing paramedic, and the STIP coordinator.

Medical clerks were given a written test, typing test, and an interview. The AIRCO welding program in S.F. submitted its applicants to an IBM aptitude test, a personal interview, and a financial credit check to ensure that students could afford to sustain themselves for the duration of training. In both Lackawanna and Stamford, while special selection criteria were not applied, the applicants were interviewed by participating employers and/or members of an oversight committee.

A natural question resulting from these examples of stringent selection is, "Did these techniques lead to 'creaming' of applicants for the STIP program?" The characteristics of the participants at the five sites visited do not offer a definitive answer. In that the STIP projects relied on traditional recruitment methods and participants were all long-term unemployed, the participants did not differ from other CETA clients. Likewise, because they have been unemployed for a long time and often face structural barriers to employment they, too, are typical CETA enrollees. Alternatively, the STIP program trains in higher skilled occupations and, therefore, attempts to select more educated participants. Moreover, since the high-skill training is in high-demand occupations and is accompanied by excellent chances for placement, these participants are more motivated and have better attitudes than do regular participants.

7.4.1 STIP Participants Compared to Other CETA Participants*

All five sites visited used standard recruitment methods that included combinations of ES and CBO referrals, walk-in applications, word-of-mouth, and newspaper advertising. If the programs succeeded in selecting occupations in which there was a high labor market demand (most did), people with relevant skills would already be employed in the labor market, thus leaving as STIP-eligible those individuals with unrelated skills and/or structural unemployment problems. It was from this pool of eligible people that STIP, like CETA, had to select clients. However, due to the stringent selection process, some STIP projects did achieve a selection of more educated individuals (although often the education was in a field unrelated to the occupation) from the unemployed. Many STIP projects selected from other CETA programs individuals who were finishing up related training (although were not ready for placement).

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*The final report will include a detailed quantitative comparison of STIP and Title I participants for all fifteen field sites.

In San Francisco, some creaming took place. An examination of participant characteristics indicates that STIP students are better-educated and less likely to be Black or Latino than most CETA participants. In the paramedic program, the participants were mostly white males and frequently college-educated. The engineering technician course was dominated by males, 71 percent of whom were between the ages of 21 and 29. This program provided a service for refugees and other well-educated new residents because the community college requires a year's residency prior to enrollment, while STIP did not. The AIRCO training program in San Francisco expects to select only ten percent of its eligible applicants and will make sure that participants are minimally financially stable, thus providing a different profile than other CETA programs. On the other hand, as expected with a traditional occupation (lower skill level and similar to other CETA programs), the participants represented a more traditional profile. In the San Francisco medical program, the participants were a cross-section of San Francisco ethnic groups, with blacks and women overrepresented.

STIP participants in the Utah BOS program were regular CETA applicants and intertitle transfers. While one trainer, a Spanish Center, felt there were no differences between Title I and STIP participants, another Skills Center believed that even though they were STIP participants, they were like CETA participants in that they were more difficult than other students to work with because of their structural barriers to employment. "STIP participants seemed to have higher intelligence and higher skill levels than Title I participants." In Tampa, many participants were also intertitle transfers but were older, in general, than Title I clients. Finally, in Stamford, participants who were considered "well-motivated" were primarily Title I transfers. Because they had been in another (related) CETA program, they were able to appreciate the differences in STIP, i.e., working in a company environment, understanding their expectations, learning a marketable skill, and having an excellent opportunity for a job. A number of occuptional training areas in the field sites showed a low drop-out rate which staff attributed to careful selection and the incentive of good jobs. Tampa's cable splicing class, to cite just one example, had enrolled 83 with only three drop-outs over a seven month period.

In conclusion, it appears that:

- Projects experienced minor problems recruiting participants for STIP training--particularly upgrade training;
- Careful selection of participants resulted in lower dropout rates for the program;
- Because of the high-skill nature of STIP training, the participants selected tended to be more educated and motivated than typical CETA clients.

7.5 National Commission for Manpower Policy Survey

A staff survey of STIP I in 16 CETA prime sponsorships was undertaken as part of an examination of the role of the private sector in improving the labor market.[1] Results of the survey contain a comparison between STIP participants and those enrolled in regular CETA Title I. STIP participants tend to be older and more educated than Title I clients. STIP also tends to be more male-dominated. Overall, there were no significant differences between the racial and ethnic mix of the two programs.

7.6 Overall Conclusions

- STIP guidelines for selection of participants closely resembled those for CETA Title VI programs.
- With the exception of veterans who were identified as a target group for participation in the DOL guidelines, no other special population segment was highly targeted.
- Difficulties were experienced in recruiting participants in the program, especially into upgrading programs. These difficulties were the result of stringent DOL eligibility requirements, the lack of more educated and experienced CETA-eligible applicants, and local conditions (i.e., low employment, rural).
- Some creaming of better applicants was in evidence at the sites visited. Field site data also conformed with generalizations from a telephone survey made by the National Commission for Manpower Policy; STIP participants tended to be older and more educated than CETA Title I enrollees.
- Careful selection of STIP participants contributed to a low dropout rate for specific occupations in the field sites. STIP enrollees were better-motivated due to the high probability of securing well-paying jobs after completion of training.

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[1]Policy National Commission for Manpower Policy Briefing Paper, op. cit.

8.0 PROGRAM ADMINISTRATION AND BUDGET

According to the data collected from the 141 grant applications, STIP grantees are budgeting their funds in strikingly consistent ways across different prime sponsor types and program operators. This section will explore how these funds are being disbursed and how the programs are being administered. Due to the nature of the questions being asked, the data are not as rich as those used to construct previous sections, but they are sufficient to allow us to draw some conclusions, including a discussion of those factors apparently facilitating smooth start-ups.

Summary of Findings

The general budgeting pattern is strikingly familiar across prime sponsor types and, to a lesser extent, across regions.

Grantees are not approaching the 20 percent administration expenses ceiling.

BOS grantees are spending significantly more per participant than are other prime sponsor types.

There are significant regional differences in cost per participant, probably owing to economic differences and cost of living patterns across the regions and the different occupational foci of regional programs.

Several of the largest BOS grantees were hobbled by the loss of their major subcontractors/program operators; the fact that this happened to several indicates a possible structural problem of "putting all of one's eggs in one basket."

8.1 Program Operation

As has been discussed in previous sections, almost one-half (67) of the STIP grantees are operating their own programs. Of the 74 grantees delegating this function to program operators, one-half (thirty-seven) are using private sector program operators, as opposed to skills centers or community-based organizations. However, the use of private sector trainers has been problematic in some projects, particularly several of the largest BOS operations. The follow-up phone calls revealed that the four largest STIP BOS projects had problems keeping training providers and private sector participants once the projects started. The most

dramatic example of this occurred in Mississippi's $3.3 million project. One private sector employer who was to provide both basic training and upgrading for 1,000 pipefitters withdrew from the subcontract. This was due to a lack of anticipated government contracts, which forced the company into laying off its own employees. As a result, the prime sponsor redesigned the program from scratch, substituting different occupations and training providers.

The State of Louisiana BOS project (a $2.9 million effort) was designed as a subcontract with the State Department of Education (SDE). SDE proposed to arrange training slots with the Louisiana Hospitals Association in needed medical professions. Once the grant was received, the prime sponsor concluded that the training occupations were not sufficiently in demand and, as in the previous example, the prime sponsor redesigned the project from a base condition.

Before the State of Alabama project even got started, the industry involved with the foundry occupational training became disenchanted with the design and withdrew its support. The foundry program was replaced with an additional diesel mechanics project run by the same training provider.

In the State of Arkansas project, the provider of training for 30 electronic technicians withdrew when they had shown themselves unable to train the number of students that had been anticipated. These training positions were not filled under STIP I, hence the number of project participants has fallen by 30.

In reviewing the grant applications submitted by these prime sponsors, it appears that the projects were well-designed with good demand for the occupations involved in training. Commitments from the private sector to hire trainees were generally in evidence. Nonetheless, it may be advisable in large-scale projects which rely heavily on one occupational category to more critically review stated commitments and skill needs. Kentucky's small BOS Program ($279,000) had similar problems. Its single private sector training provider was not able to fulfill its commitment within a reasonable length of time, and the prime sponsor decided to return the funds.

8.2 Program Budget

8.2.1 Variations by Prime Sponsor

While the size of the STIP grant has been mentioned previously as a correlate of other characteristics, this section will examine the uses of the grant more carefully. As each grant application was reviewed during the data collection process, note was made of project expenditures in the areas of program administration, allowances, wages, fringe benefits, training, and services provided to clients; cost per participant was also tabulated. Two of the categories, fringe benefits and wages, were dropped from this analysis due to the inadequacy of the data.

The results of this analysis are suprisingly consistent. As shown in Table 8.1, prime sponsor type does not appear to be a source of variation in the distribution of grant expenditures. There is little variation around the total mean; most grantees are apparently spending 13 percent of their grants on administration and 38 percent on training activities. The former is rather unexpected, given the 20 percent allowable ceiling for administrative expenses.

Otherwise, there are virtually no differences that distinguish one type of prime sponsor from another. Consortia do tend to spend a bit more on services/counseling activities, and counties have a somewhat higher percentage of their budget devoted to allowances for program participants. These differences are quite small, however, and the major finding resulting from Table 8.1 is the lack of differences .

The one area in which there are notable distinctions is the planned cost per participant. While cities, counties, and consortia are all in the same general range, BOS projects are spending approximately $7200 per participant on the average. The overall mean for all projects is about $6600, and this is inflated by the high BOS figures. Clearly the BOS grantees are spending more per participant than the other three types, and the reasons for this are not evident.[1] It may be that their wider scale of operation influences their ability to focus efforts and develop economies of scale, but this is merely a hypothesis at this point.

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[1] BOS programs are not longer than programs run by other types of prime sponsors so the higher costs are not due to longer training. County programs do tend to be shorter which may help explain their relatively lower costs, however.

TABLE 8.1

PLANNED STIP BUDGET CATEGORIES BY PRIME SPONSOR TYPE

	% of Project Funds Budget For:					
PRIME SPONSOR TYPE	ADMIN	ALLOWANCES	TRAINING	SERVICES	COST PER PARTICIPANT	N
City	12%	37%	35%	6%	$6318	27
County	12%	40%	39%	5%	$6114	35
Consortium	14%	38%	38%	9%	$6727	44
BoS	13%	38%	39%	6%	$7203	34
TOTAL, ALL TYPES	13%	39%	38%	7%	$6629	140 (1 missing case)

8.2.2 Variation by Region

While the distribution around the nationwide mean is relatively tight, regions do present more variation then prime sponsor types in budget allocations, as shown in Table 8.2. Region 3 grantees are spending, on average, nine percent of their funds on administration, and 49 percent of the grant is going to training. In Regions 7 and 9, projects are spending 16 percent of their monies on administration, with 38 percent and 31 percent going to training, respectively. The data do indicate a slight tendency for a trade-off between administrative and training expenditures; but it is not a strong linkage. Again, none of the regions' grantees are spending up to the 20 percent administrative ceiling.

The planned cost-per-participant figures provide interesting variations, conforming to a pattern of high costs in the Northeast and industrialized upper Midwest (Regions 1, 2, and 5) and the West (Regions 9 and 10), and lower costs in other regions, particularly the Southeast and the Southwest (Regions 4, 6, and 7). This appears to be in keeping with relative costs in these areas, although the high cost per participant in Region 10 is striking. It is possible that the explanation for this is found in the region's pattern of occupational selections: it has concentrated in such higher skill areas as health, clerical/services, and drafting. It may be that these occupations incur higher than average costs. This hypothesis is borne out by the data presented in Table 8.3.

8.2.3 Variations by Program Operators

Another characteristic that was expected to have an effect on the project cost per participant is the nature of the program operator. Do different types of service providers vary in how much they "charge" for training? Although the data are not complete on this point, Table 8.4 reveals that there is a clear difference in their respective costs per participants. The structure of the project budgets, however, does not vary much by the type of program operator.

Those projects in which the prime sponsor was the service provider anticipate spending, on the average, almost $900 more per participant. They have also spent five percent more of their budget on training and four percent less on allowances than did private sector program operators, which were used in 37 STIP programs. What cannot be stated at this point is

TABLE 8.2[1]

Planned STIP Expenditures for Administration and Training by Region

REGION	% OF PROJECT BUDGET FOR ADMIN	% OF PROJECT BUDGET FOR TRAINING	COST/PARTICIPANT
1	13%	42%	$7207
2	11%	40%	$7163
3	9%	49%	$5999
4	15%	33%	$5894
5	11%	35%	$6796
6	13%	34%	$5470
7	16%	38%	$4964
8	11%	43%	$6462
9	16%	31%	$7110
10	13%	32%	$11,129
TOTAL, ALL REGIONS	13%	38%	$6629

[1]This table presents the mean percentage of budget planned for administration and training tasks, aggregated by region. Therefore, the "average" STIP grantee in Region 1 planned to spend 13% of its budget on program administration, and 42% on training participants.

Allowances and services categories are not presented since they show no regional differences.

TABLE 8.3

Mean Planned Cost Per Participant, By Field[1]

FIELD	MEAN PLANNED COST PER PARTICIPANT	N
Data Processing	$6592	24
Health-Related	$6285	26
Machinist Trades	$6004	55
Electronics Trades	$5842	41
Welding	$5456	32
Structural Trades	$6205	30
Clerical & Services	$6472	39
Mechanic/Repair	$6410	56
Drafting	$7061	12
Mean Planned Cost Per Participant Across All Fields: $6629		

[1] This table presents the mean planned cost per participant for programs offering specific occupational fields. Due to the structure of the data, however, these cannot be interpreted as being the cost per participant for each field as an independent entity; that is, the cost for one field may be "contaminated" by the fact that that particular prime sponsor offers another field which costs dramatically more or less. Nevertheless, these are useful figures to have in that they do show some strong differences, and other data indicate that most prime sponsors do not offer a wide variety of fields. Therefore, the changes of "contamination" are probably relatively small.

TABLE 8.4

Planned Cost Per Participant
and Budget Breakdown by Program Operator

	% of Project Budget Spent On:					
PROGRAM OPERATOR	ADMIN	ALLOWANCES	TRAINING	SERVICES	COST/PARTICIPANT	N
Prime Sponsor	12%	36%	41%	7%	$7020	67
Private Sector	14%	40%	36%	6%	$6125	37

the relative effectiveness of each type of service provider, and only this measure can allow us to speak about program efficiency.

8.3 Changes in Budget

As would be expected, many primes contacted by telephone experienced changes among line items in their budgets, but very few actually had changes made in the bottom line. Reasons for line item changes included both underestimating and overestimating costs of equipment, training, and allowances. Most budget changes were made in training delivery and allowances; few shifts were made in administration or support services.

While most of the prime sponsors used STIP monies entirely to cover program expenses, a few prime sponsors tapped other funds as well. Both the Inland Manpower Association (California) and Madison County (Wisconsin), for instance, used STIP monies to cover classroom training and Title I funds to cover OJT. The Autauga, Elmore, and Montgomery Consortium (Alabama) had an entire client group of AFDC recipients who were eligible for Basic Education Opportunity Grants. The BEOG's were provided to the training provider (a local business college), thus allowing the STIP funds to cover the training of additional participants. Finally, at the end of classroom training in Onondaga County (New York), approximately six clients (29 percent) were, in the employer's judgment, not ready for unsubsidized employment; subsidized (50 percent reimbursement) slots were developed for these cleints using Title I funds.

In even fewer cases (six), prime sponsors returned STIP I funds to the government due to underspending because of unanticipated private sector provision of equipment or early hiring of trainees.

Thirty-eight percent of the 72 STIP I programs contacted by phone experienced late start-ups due to all of the reasons discussed, in addition to delays from the Regional Office in approving grants, transferring funds, or providing explanations of regulations.

8.4 Smooth Start-ups Versus Start-up Problems

Some 13 of 72 prime sponsors who were phoned reported no or negligible changes made in their STIP I programs. An examination of the reasons claimed for such success provides insight into the genesis of problems experienced by other programs.

Good cooperation and long-standing ties with the private sector were the most frequently mentioned reasons for smooth start-ups. On the other hand, a significant change in private sector participation was the most frequent problem experienced. Prime sponsors were rushed to design and propose STIP I programs. In this haste, it is likely that expressions of interest by employers were misinterpreted as expressions of commitment, leading to the cases in which "commitments fell through" after grant approval. Similarly, due to time pressures, it is likely that some companies were not checked out for their own stability and long-term ability to deliver training. Additionally, some companies did not have or were not given time to fully understand the consequences of training STIP eligibles, thus opening the door to cases where internal company problems led to cancelled contracts or inadequate training delivery. While unanticipated problems will always arise in contract relationships, especially where commitments are made far in advance, the time limits under which STIP I programs were designed and contracts negotiated aggravated this relationship. It is, therefore, understandable that long-standing ties and good cooperation with local employers contributed to a smooth-running start-up.

Good planning was the second most frequently mentioned reason for smooth start-ups. As has been discussed, most prime sponsors designed their programs in haste, having to sacrifice some concepts for comprehensive planning. In addition to improper selection of training providers, rushed planning took its toll on the appropriate selection of occupations and design of curriculum. Given the elimination of some proposed occupations after grant approval, it is probable that labor market demand was not fully researched. Likewise, given the unanticipated problems with client recruitment, it is equally probable that some prime sponsors did not fully assess the skills and capabilities of the available eligible population.

When designing training programs, some prime sponsors underestimated the training needs of the eligible clients.[1] A closer assessment of the client group could have prevented the added expense of expanding the program after the design stage. Likewise, a better labor market assessment of the client group could have prevented the same added expense, and a better labor market asssessment could have revealed that

[1] A quarter of the program design changes made involved expanding curricula to meet these needs.

due to high demand some occupations needed the OJT component (a change with less serious financial implications). Hopefully, since there was more time to design STIP II programs, some of the planning problems, and hence start-up problems, were alleviated.

It is important to note that of the 13 prime sponsors reporting no or negligible start-up problems, only one had an upgrading component; this prime sponsor was able to receive a DOL waiver of upgrade eligibility requirements. These strict requirements led to a number of recruitment problems and consequential reductions and eliminations of upgrading components. Likewise, these same requirements were a deterrent to other primes to even attempt including upgrading components.

9.0 STIP I: COORDINATION WITH OTHER PROGRAMS

STIP I was the first round of a demonstration program to expand and improve the quality of skill training and employment opportunities under CETA. Thus, transferring its successful aspects, particularly those which revolved around private sector participation, is a central purpose of the program. This purpose was made clear in the program guidelines (and rating criteria) which encouraged coordination with other manpower and job creation activities--particularly economic development activities--and integration into on-going CETA activities. Although a full examination of this issue depends on field work yet to be completed, early indications from the phone survey, field work, and other current Abt Associates Inc. contract work reveal the nature of STIP's relationship to other local job creation and training efforts. The connection between STIP I and other current activities--on-going CETA programs, the STIP II program, Community Economic Development Program, and the formation of Private Industry Councils--will be briefly illustrated.[1]

9.1 STIP I Benefits to CETA

According to prime sponsor administrators responding to the telephone survey, the STIP I program has been a resounding success. There is strong consensus that the program has provided the opportunity for increased and more meaningful private sector involvement. The success of this involvement and its influence on other CETA activities is felt to include better information exchange, improved sensitivity to each other's needs and services, and increased offers by both participating and nonparticipating employers to participate in the future. Prime sponsors also cited active cooperation from employers in STIP's design and delivery and a resultant improved image of CETA in the private sector and the community at large.

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[1] The issues of coordination and STIP's influence on its local context will be more fully covered in the final report of this evaluation.

9.2 STIP II Projects

Prime sponsors who have received two grants under STIP agree[1] that Round II has built on or benefited from the first-round projects. In some cases, such as King Snohomish (Washington), Sacramento (California), and the Autauga, Elmore, Montgomery Consortium (Alabama), Round II funds were used to extend the existing STIP programs. In many others, the prime sponsors selected different occupations and training providers while retaining the existing administrative structure. In St. Louis, for example, 28 new occupations were selected under STIP II with the prime sponsor serving the same functions as in STIP I.

One noticeable change was an increase in private sector participation and commitments in Round II. In the State of Arkansas, the private sector's experience with STIP I was so successful that, under STIP II, some of the costs for classroom training of participants are being absorbed by participating employers. Often prime sponsors reported that they were able to build upon private sector relationships cultivated in the Round I projects.

STIP II recipients have also benefited from some of the difficulties encountered in the first-round funding. Because retention and placement were problems for the Round I program in the Mid-Willamette Valley (Oregon), the prime sponsor used some STIP II monies to hire a professional staff for client assessment and recruitment. In the Dallas County (Texas) Consortium project, the prime sponsor encountered difficulties in attracting women in the Round I occupational areas. In Round II, other occupational areas were selected and recruitment of women participants vastly improved. The City of Richmond (Virginia) reported that the lead time for drafting the Round II application enabled it to plan and write a program that included an active private employer council.

Finally, only a few more prime sponsors reported utilizing performance contracting as part of the Round II program.

Three of the five field sites which received STIP II grants also drew on STIP I experience.[2] Lackawanna, for example, used the same training provider to train in four new occupations. One of these, tractor-trailer

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[1] Forty-three (43) of the 72 prime sponsors phoned have received STIP II grants.

[2] Four of the five received STIP II grants, but Utah did not implement its project, because training turned out to be prohibitively expensive.

drivers, involved a hire-first commitment from a unionized company which was able to obtain the Teamsters' concurrence to extend new employees probationary period (the union contract stipulated that employees had to join the union after 30 days on the job, but for STIP participants this period was extended to 60 days).

With its Round II funds, Stamford (Connecticut) again decided to provide training in electronic assembly work (prototype wirers), but this time sought to involve more industries and was aided in this effort by the company which had taken the lead in the STIP I program. San Francisco applied for STIP II funding (at the same time that it was negotiating changes in STIP I), was rejected, protested, and finally after much negotiation with Region 9 was successful in obtaining a program to train word-processors (a new occupation) using a provider which had not participated in the Round I program. Tampa/Hillsborough was not so persistent in adversity. Administrators there simply assumed (given some pretty clear signals from Region 4) that a STIP II application would not be favorably received given the late start-up of the Round I program (two of the four proposed training programs had not begun by the time Round II applications were to be submitted).

9.3 Economic Development Linkages in CEDP Sites

In 1976, ten large cities across the country received funding from either DOL, HUD, or EDA to deomonstrate the feasibility of comprehensive economic development. This interagency Community Economic Development Program (CEDP) encouraged linking existing federal resources and local public agency resources for the purpose of leveraging private sector involvement and investment in the cities. Seven of those cities--Albuquerque, Baltimore, Bridgeport, Buffalo, Dayton (the Miami Valley Consortium), Kansas City, and Philadelphia--also received STIP I grants. (STIP guidelines explicitly recognized the need to coordinate the two programs.) The experiences of what may be considered exemplary cities[1] show the potential of CETA and STIP resources for economic development.

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[1] The cities, to an extent, had already proved themselves in vying for demonstration site status--38 cities were proposed as possibilities based on prior efforts in economic development, and the ten chosen were considered those with the most potential for comprehensive economic development. AAI is currently evaluating the Community Economic Development Program for the U.S. Department of Housing and Urban Development under Contract No. H-2878.

Five of the sites have shown links among the CEDP, CETA, and STIP programs; in these five the formation of a PIC has been a joint undertaking. Two of the seven cities have not fully tapped CETA resources or made CETA a full partner in economic development activities.

Neither Albuquerque nor Bridgeport have shown strong connections between CETA and their CEDP. Although two CEDP staff members were assigned to the Bridgeport CETA staff and performed some research and proposal review for the prime sponsor, they had very little effect on CETA operations. The STIP Oversight Committee includes a CEDP program staff member but, again, the cross-fertilization has not been noteworthy.

Albuquerque's Office of Employment and Training Administration (OCETA) has a long history of cooperating with the private sector; prior to the CEDP, it had received assistance in developing training programs and placing graduates from the National Alliance of Businessmen, the Albuquerque Industrial Development Service, and the Industrial Foundation of Albuquerque. However, OCETA had virtually no involvement whatever in the CEDP, and the city's STIP I program was developed independently of CEDP.

At the beginning of the CEDP, OCETA representatives attended meetings of a Central Corridor Task Force established to prepare a development plan--including training programs--for the downtown area of Albuquerque. OCETA decided early on that this Task Force was interested in their participation only to satisfy a formal CEDP requirement, that it did not view OCETA as an important agency to be involved in economic development, and that the Task Force's emphasis on downtwon revitalization was not consistent with OCETA's interest in job development and training. Thus, OCETA made no attempts to obtain a significant role in CEDP and effectively dropped out of the program. The Central Corridor Task Force, which was composed of developers, bankers, engineers, and architects, was unable to develop any sort of downtown program or strategy during the first two years of CEDP and evidenced little interest in or need of OCETA's resources and perspectives.

Dayton, Ohio has the potential for a stronger linkage and is committed to advanced skills training and upgrading as the best and perhaps only way that CETA resources can promote economic development. When the city received its CEDP grant, it created a Mayor's Economic Advisory Council, which was to be

a multiagency, public/private, business/labor policy and coordinating committee. One of the three operating committees of the Council was the Manpower Committee, whose primary task was to create a new, private sector focus for CETA in Dayton. The city's disillusionment with the Miami Valley Consortium, including its emphasis on public service employment, added to an emerging realization of the potential for CETA in economic development prompted the city to strike out on its own as a prime sponsor in the Fall of 1978. The city's Office of Management and Budget became the administering arm of the prime sponsor. Its first task was to review all existing OJT contracts and terminate poor performers. At the same time, the city reserved $50,000 from CDBG funds to help defray employer OJT expenses which are not reimbursed under Title I. The Manpower subcommittee of the Mayor's Economic Advisory Council has been designated as the future PIC, and Dayton officials hope that eventually that body will oversee all CETA programming.

Baltimore and Philadelphia have long been successful in bringing together public and private resources for the betterment of their cities, and CETA resources were already recognized as valuable assets in planning and packaging business incentives. A major thrust of Philadelphia's CEDP, in fact, has been to incorporate CETA OJT programs into the package of business development incentives available through the Philadelphia Industrial Development Corporation. Prime sponsor staff were added to both the CEDP and OEDP (Overall Economic Development Program) committees, and these groups along with the Development Corporation and City Planning Commission developed the STIP project, which devoted almost one-half of its total resources to upgrading. Baltimore's STIP project was also a joint development effort, reflecting strong involvement by the Baltimore Economic Development Corporation and the Mayor's Office of Manpower Resources (MOMR). MOMR is represented on the policy body for the CEDP and has played a large role in its Construction Industry Job Development Program. A CEDP-funded construction coordinator was based in MOMR for the purpose of pursuading contractors on city projects to hire more workers through CETA. This approach received a legal boost when the city passed an ordinance requiring contractors on city construction projects to at least try to hire CETA clients.

Buffalo's STIP project shows a clear relationship to identified economic development needs and to the CEDP. A business survey funded jointly by the CEDP and the Division of Manpower Planning revealed an imminent shortage of trained welders to fill positions in local manufacturing firms which had been leaving the city at an alarming rate. The STIP proposal effort was a collaborative one between the Division of Manpower Planning, the Buffalo and Erie Labor Management Council, and the CEDP Labor Market Analyst. Buffalo also received a Round II grant which figured as one part of a comprehensive package to induce a precision machine company to stay in the city. The oversight committee has evolved from an early predominance of city agency staff and now includes top-level representatives of business and labor.

In Kansas City, the private sector has historically been more active and provided more leadership in economic development than city government. Administration of the city's CETA OJT program has been entirely contracted out to the Urban League and the State Employment Service. Prior to the CEDP, the prime sponsor had no staff assigned to private sector training. Kansas City's CEDP planned to create a greater public role in economic development, including greater coordination of CETA with other city programs and explicit use of CETA as an economic development tool.

A new Office of Public Agency Coordination was proposed for the CEDP to link the CETA program to other agencies, but it was never established. Thus, interagency coordination had to be achieved informally. However, the public/private Urban Economic Development Council, the main CEDP policy committee, provided staff to the prime sponsor in order to help impart and develop a private sector training orientation and capacity within city government. These staff have played an active role in preparing all of Kansas City's STIP programs and in assembling a PIC for Title VII.

In the seven CEDP cities which received STIP I programs, CETA OJT had been recognized as a potential tool for economic development and as an incentive for industrial attraction. However, OJT had rarely been used for such purposes, due to lack of coordination among public development agencies, strong prime sponsor orientation towards public service employment, and/or private sector ignorance of an antagonism towards CETA.

Several of the CEDP prime sponsors explicitly reserved OJT funds for economic development, only to encounter weak private sector demand for their services. This was partly due to the inexperience of prime sponsors in negotiating contracts with the private sector, to competition among economic development agencies, and to the relatively low importance of training programs to client firms.

> *STIP has given many of the CEDP cities their first real experience in preparing customized training programs and in packaging training with other development incentives. In some cases, STIP has also forged linkages between the public and private sector and has acted as a stimulus to a reorientation of the prime sponsor towards private sector training.*

9.4 STIP, PIC's, and PSIP

PSIP, the new CETA Title VII, is intended to foster the involvement and assistance of the business community in the development of local CETA programs. It may be hypothesized that those prime sponsors who have received STIP grants and benefited from working more closely with the private sector would be better able to implement the program once it becomes operational at the beginning of 1980 (ETA anticipates allocating the program's full $400 million as soon as Congress approves the CETA supplemental appropriation). Indeed, STIP oversight committees have been viewed as a potential nucleus of the Private Industry Councils (PIC's) which are to determine the thrust of the program and serve as the business and industry contact point in the entire local employment and training system. All primes have received $25,000 through Title III to establish the councils.

Early indications from 34 PIC demonstration sites[1], the five STIP I field sites, and four other STIP I sites in which Education/Work Councils operate reveal that the process of forming a council, in the absence of firm programmatic direction or assured funding, has tended to be a slow one with various organizations and interest groups vying for pre-eminence.

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[1] Thirty-four (34) early planning sites were selected in May 1978 to begin the demonstration of the PSIP concept, despite the still-pending status of the legislation.

As of the end of FY '78, only eight of the 34 demonstration sites were operational, although a study of 12 of the 34 conducted by the Corporation for Public/Private Ventures concluded that the approach was an effective one for involving the private sector in CETA.[1] Among the 12 sites studied, four had used the STIP oversight committee as the nucleus of the PIC.

STIP I evaluation sites had not yet formed PIC's (as of the January field visits) and had given little thought to their formation. A number of sites indicated that STIP oversight committee members would probably serve on the PIC for the simple reason that the available pool of potential active members is limited. Utah had decided to establish a statewide council instead of local councils, but the reason for that decision was more administrative than programmatic ($25,000 would not cover the time, money, and energy that would be required to establish local councils according to Utah administrators).

In four sites which AAI is studying as part of an evaluation of the Work/Education Consortium,[2] there are indications of linkages between CETA/STIP and the Work/Education Councils, but the relationship of both STIP and the Councils to the PIC's is less clear. In St. Albans, Vermont, for example, the Work/Education Council sponsored two forums for area business people describing the STIP program. Vermont's PIC had not been formed. In Puerto Rico, the Bayamon Regional Director of Right-to-Work Administration (BOS prime sponsor administrator) served on the Work/Education Council for two years, although the Council's Executive Director had not heard of the PIC or its purposes from CETA representatives.

CETA, NAB, and the Work/Education Council in Worcester, Massachusetts each has an interest in leading the formation of the PIC. NAB has requested to act as a nucleus for the PIC but is opposed by the CETA director. Although joint committee/council appointments keep the organizations informed of each other's purposes and intentions (the CETA director is on the council, and

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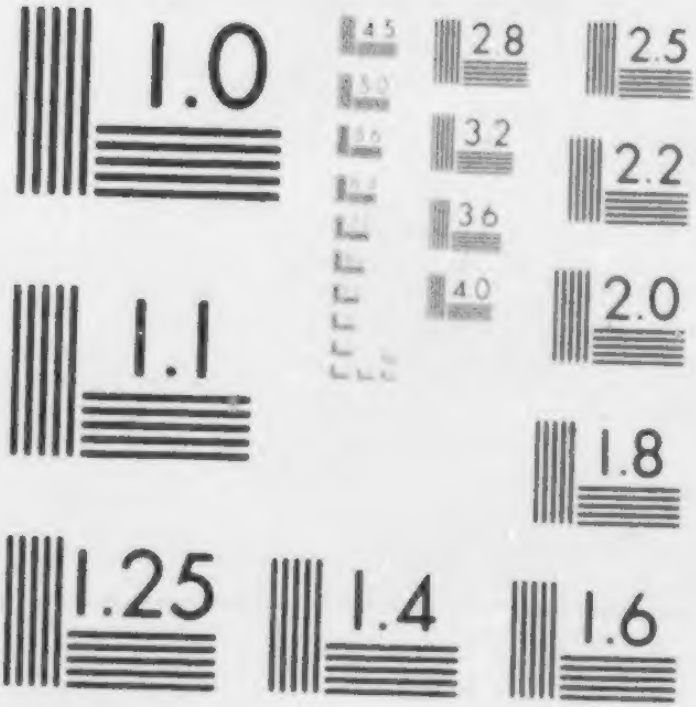
[1] Private Industry Council Development Summary Report. Corporation for Public/Private Ventures. October 1978.

[2] Thirty-three councils were funded by DOL to assist in the transition of youth from school to work. AAI is currently under contract to NIE/HEW to examine the council activities and is studying 12 of the 33 councils in depth. Thus far, four have been visited.



MICROCOPY RESOLUTION TEST CHART
NATIONAL BUREAU OF STANDARDS 1963 A

Work/Education Council members serve on STIP's oversight committee), there has been tension over the role of the Work/Education Council in CETA activities (youth programs) which is being carried over in forming the PIC. The PIC is further along in Santa Barbara, California, where the NAB director (an ex-officio Work/Education Council member) has been named PIC director by the Board of Supervisors despite the obvious desire of CETA officials there to direct its formation and determine NAB's role.

9.5 Conclusions

In sum, the combined preliminary information gathered from this evaluation of STIP I as well as related Abt Associates studies conclude the following:

- Early indications from phone survey and field work show positive influence of STIP on CETA operations including improved image of CETA in the private sector.
- STIP I experience has helped debug STIP II programs for those prime sponsors who have received both rounds of program funds according to prime sponsors contacted in the phone survey.
- Staff interchange occurring in the Community Economic Development Program (CEDP) sites between that program and CETA/STIP.
- Use of OJT as a business incentive has not met CEDP expectations (as shown by Abt Associates evaluation of the CEDP).
- PICs are forming slowly in the field sites visited.
- Other research indicates that PICs are forming more slowly than desired by DOL.
- Field research indicates that organizations--NAB, CETA administrators, Work/Education Councils--will vye for preeminance in the formation of PICs, leaving chief elected officials in a position of determining the PIC formation.

APPENDIX 1

STUDY APPROACH

This report addresses the first two phases of a three-phase approach to the evaluation of the STIP Program:

Phase I: Review, analysis and summary of 141 Round I projects.

Phase II: Telephone calls to 72 projects and 5 site visits documenting early implementation efforts.

Phase III: Ten "later implementation" site visits and cumulative, in-depth analysis of all 15 projects visited.

The evaluation has two broad objectives. The first is to determine the types of projects set up with STIP funds and to relate these project types to significant local strategies and factors which account for variations and patterns among them. The second objective is to determine the factors which significantly affect operational performance and to assess the strengths and weaknesses of various designs during their implementation. Phases I and II were designed to address the first objective and the "early" stages of the second, while Phase III will address the "later" stages of the second objective and pull together the data from all three study phases.

This section summarizes the specific activities of Phases I and II.

1.1 Research Questions

The research questions posed for Phases I and II are descriptive and process oriented. They primarily ask "what" was planned, "what" is happening, and "what" happened to cause a variation between the two. To add program perspective, the questions also address "how" STIP differs from or is similar to other CETA programs. The following is a list of research questions that guided Phase I and II activities.

Research Questions--Early Implementation Focus

General Characteristics

What are key characteristics and major variations among STIP projects as they are implemented?

Early Implementation Efforts

What major problems were encountered in launching the projects and in what ways and with what results did sponsors meet these problems?

What appear to be the factors and private employer perceptions which generated or inhibited private sector participation?

What appear to be the initial strengths and limitations of such participation?

Training: Selection of Jobs

What types and quality (wage rates, employment stability, promotion prospects) of occupations have been selected for the training?

On what bases were they selected and their length of training determined?

Training: Selection of Clients

What have been the procedures and emphases for selection of persons to be trained?

What problems or issues arose and how have they been handled?

What are the common characteristics of enrollees, how do they compare to enrollment by the same sponsors in other CETA-funded training programs, and why are there major similarities or differences?

The Training Approach and Techniques

What are the aspects of training that comprise STIP projects?

- instructors
- training content
- classroom training/OJT
- facilities
- equipment
- training methods (lecture, case study, videotape, etc.)

Comparison of STIP to Other Previous/Potential Training Programs for the Hard-Core Disadvantaged

In what ways do the STIP projects studied differ materially from other CETA training programs conducted by the same prime sponsors?

To what extent and in what ways have prime sponsors initiated types of efforts new to the locality as against expanding or developing refinements of established activities?

1.2 Phase I--Review of 141[1] Projects

Phase I began in September 1978 with a request to Regional Offices for copies of all STIP I funded grant applications, subsequent contract modifications, and monitoring reports. While most Regional Office staff were helpful in forwarding these materials, some ran into Xeroxing problems and consequently copies of these materials trickled in until late December, with a few cases still incomplete or missing until mid-February.

A checklist was developed and staff trained to review and synthesize the grant applications and accompanying materials. Exhibit 1 presents a copy of the checklist, and Volume II of this report includes the resulting one-page project summaries.

While the grant applications varied greatly in quality and detail, the grant review provided a comprehensive way of typologizing and describing the STIP projects as they were proposed.

1.3 Phase II--Phone Calls, Site Visits, and Data Analysis

1.3.1 Phone Calls

Seventy-two of 141, or half of the STIP prime sponsors, were contacted by phone to discuss their problems, successes, and changes during early program implementation. Telephone contact was made during December 1978 to prime sponsors selected randomly within each region. If contact was not made after four attempts, a site was replaced with another of the same type (BOS, county, city, consortium) within the same region. Trained interviewers conducted semistructured discussions with STIP I program designers and administrators. The interviews concentrated on program changes, but were structured to cover an overview of the proposed project (as specified in the grant application), the genesis of problems encountered, and the effectiveness of subsequent changes made in the following seven areas:

- occupations
- training design/approach
- private sector participation

[1] One hundred forty-two projects were reported as funded. One project, however, withdrew its application before a grant was signed.

- participant recruitment/selection
- budget
- management/administration
- other

The interviewers also addressed the significance of these changes to the prime sponsor, prior training in STIP occupations by the prime sponsor, the use of upgrading and problems encountered, similarities and differences of STIP II programs (for STIP II recipients), reasons for success (for those projects encountering no problems or undergoing no changes), status of program and completion date, and a judgement of the benefits of the STIP experiences.

Exhibit 2 presents the interview guide that was used to collect data by phone. One-page update summaries of this data are included with their corresponding project descriptions in Volume II.

The telephone contact process went smoothly. As with the grant review process, however, the biggest problem was a delay in completion due to the delay in receiving project documentation from Regional Offices. Telephone responses varied in detail as much as did the grant applications. Interviewer probing controlled and overcame some of this problem and the data collected from the calls provided a useful overview of startup problems experienced by the prime sponsors.

1.3. Site Selection

At the end of December, five projects were selected for field visits from those sites which had been phoned. Selection was a multi-staged process aimed at assuring a representative sample of sites considering size, type, number of occupations, early implementation problems, private sector involvement, and regional location.

First, all sites were grouped by type (BOS, city, etc.) and grant amount. Those sites that were unusually large or small for their type were eliminated. Second, the sites--not grouped by type and size--were examined in terms of the significance of their early implementation changes and the number of occupations for which training was provided. Small projects within each project type generally tended to focus on fewer occupations and to make relatively fewer or less significant changes than their larger counterparts. As a project group, counties showed the lowest average rating for changes made (the rating was a composite

of the number of changes and their difficulty as ranked by project staff) while consortia showed the highest. Those sites considered typical of their size/type/level of change/number of occupations were next examined to assure a representative variation of private sector involvement, occupational focus, on-site training, and geographic region. As grant review and phone followup continued, information was added to the charts and a similar process will be reinitiated with the complete set in order to choose the remaining 10 field sites. Four of the first sites visited had also received STIP II grants although none involved upgrading. At least three of those selected in the second round will be upgrading projects while about one-half will be STIP II grant recipients. The Phase II sites selected were Lackawanna County, Pennsylvania; Stamford Consortium, Connecticut; Tampa/Hillsborough Consortium, Florida; BOS Utah; and San Francisco, California.

Figure 1 presents a matrix of the 72 telephone sites by size of STIP project and type of prime sponsor. Figure 2 presents the more detailed characteristics of all telephoned sites (a key to the categories follows the table). Finally, Figure 3 presents a profile of the sites selected and visited in Phase II.

1.3.4 Site Visits

Site visits were made during late January. Each site was visited for three to four days by a trained field researcher. A data collection guide was developed to guide field researchers in adapting data needs to respondents. Specific questions (based on the research and policy issues) were prepared for CETA program administrators, STIP program administrators/operators, training subcontractors, employers, oversight committee members, participants, and Regional Office STIP coordinators. The results of the field visits will be documented in case studies describing individual programs as they have evolved, identifying those factors which account for program design choices, implementation strategies and changes, and influence of the program on the CETA system and the participants it serves. These case studies will be included in the final (Phase III) report. Startup experiences from these visits are reflected in the text of this report.

1.3.5 Data Analysis

A cross-site analysis plan was finalized in mid-December. Exhibits 3 and 4 reflect the grant review and phone followup checklists used as basic input to the cross-site analysis. They, in turn, are syntheses of the more detailed summaries, checklists, and matrices which were completed during Phase I and early Phase II. The data analysis involves simple descriptive statistics (cross-tabulations and frequency counts), tests of significance, and cluster analysis techniques and are drawn on in Sections 3.0 through 8.0 of this report.

Exhibit 1

STIP GRANT APPLICATION REVIEW

Name of Reviewer:

Date of Review:

Length of Review and Form Completion:

Comments:

I. PRIME SPONSOR DATA

REGION: _____

Name of P.S.: _____ Address: _____

Contact: _____ Phone Number: _____ _____

Program Type: Consortium _____ City _____ County _____ BOS _____

Service Area: Urban _____ Metropolitan _____ Rural _____ Combination _____

Total Population: _____ %ED _____ %LL _____ %Unemployed _____ %Minority _____

Data Source (s): _____ Year: _____

_____ _____

Labor Market: Expanding _____ Contracting _____ Stable _____

Other (specify): _____

Comments re. economic base: _____

II. STIP PROJECT DATA

Name of Org: _____ Address: _____

Contact: _____ Phone Number: _____ _____ Project Duration _____ Mos

Area of Impact: _____ From: _____ To: _____

Area of Recruitment: Client - _____ Employers - _____

III. STIP I BUDGET DATA

Requested Funds Total: $_____ Approved Funds Total: $_____ Approved Funds Upgrading: $_____

% of Grant (upgrading): _____%

	Basic Training		Upgrading	
Administration:	$_____		$_____	
Allowances:	$_____	Personnel Costs: $_____	$_____	Personnel Costs: $_____
Wages:	$_____		$_____	
Fringe:	$_____		$_____	
Training:	$_____	Non-Personnel Costs: $_____	$_____	Non-Personnel Costs: $_____
Services:	$_____		$_____	
			$_____	

Matching Funds: (Source and Amount): _____

Supplementary Budget Data:	# of participants	Total budget
Title I	_____	$_____
STIP II	_____	$_____
OJT	_____	$_____

SUBGRANTEE	TOTAL ALLOCATION $	BASIC TRAINING $	UPGRADING $

IV. STIP OBJECTIVES/EXPECTED RESULTS

1.

V. TARGET GROUPS:

PLANNED TO SERVE: Total # _____ ACTUAL SERVED _____ AS OF (specify date) _____

% Women _____ _____ %AFDC _____ _____ %Vets _____ _____ %LI/LU _____ _____ %Minorities _____ _____

% ED _____ _____ %LL _____ _____ % Older Workers _____ _____ %Interstate Transfers _____ _____

% Unskilled _____ _____ % Semiskilled _____ _____ Other (specify): _____

% Positive Terminations _____ _____

VI. STRUCTURED INPUT TO STIP (e.g., councils, committees, boards, associations, etc.)

Type of Linkage	Membership, %PP	Description/Background	P or Imp.	E or N	Frequency of Participation
a. Oversight Committee					

Comments regarding previous P.S. - P.P. relationship:

References to impact of STIP on other CETA titles/programs included: Yes ___ No ___

Economic Development linkages specified: Yes ___ No ___

Comments re. economic development linkages: _____

VII TRAINING

Occupational Selection: Acceptable Min. Wage $_____ Preferred Post Training Wage $_____

Process: _____

Training Design

Occupation	GED	SVP	Cert Req.	Union Entry	Number of Participants	Entry Wage	Wage After 1 Year	Duration	Cost Per Participant	Sequence	Allowance or Wages (in sequence)	Incremental Increases in Allowance	Incremental Increases in Wages	Expected end Terminations	Actual Termination	Ratio CT:OJT
						$	$	MOS.	$			Y n	Y n			
						$	$	MOS.	$			Y n	Y n			
						$	$	MOS.	$			Y n	Y n			
						$	$	MOS.	$			Y n	Y n			
						$	$	MOS.	$			Y n	Y n			
						$	$	MOS.	$			Y n	Y n			

Occupation	Providers	Services						
		CT	OJT	Equip.	HFC	JD	P	0
		CT	OJT	Equip.	HFC	JD	P	0
		CT	OJT	Equip.	HFC	JD	P	0
		CT	OJT	Equip.	HFC	JD	P	0
		CT	OJT	Equip.	HFC	JD	P	0
		CT	OJT	Equip.	HFC	JD	P	0

Comments: re: basic training: _____

Upgrading Design

Occupation	GED	SVP	Cert Req.	Union Entry	Number of Participants	Entry Wage	Wage After 1 Year	Duration	Cost Per Participant	Sequence	Allowance or Wages (in sequence)	Incremental Increases in Allowance	Incremental Increases in Wages	Ratio CT:OJT	Initial Occupation
						$	$	MOS.	$			Y n	Y n		
						$	$	MOS.	$			Y n	Y n		
						$	$	MOS.	$			Y n	Y n		
						$	$	MOS.	$			Y n	Y n		
						$	$	MOS.	$			Y n	Y n		
						$	$	MOS.	$			Y n	Y n		

Average wage increase $ _____ Total Number of Entry level jobs created: _____ Ratio: PS:Empl. $ for upgrading _____

Comments re: upgrading:

Occupation (upgrading)	Providers	Services	
		CT OJT Equip	0
		CT OJT Equip	0
		CT OJT Equip	0
		CT OJT Equip	0
		CT OJT Equip	0

Training Models:

VIII. ADMINISTRATION & MGMT. (exclude fed. requirements):

STIP DOCUMENTATION (type, frequency, receiver's)

MONITORING FOLLOWUP: Followup Intervals After Placement: Process:

Program Monitoring Intervals: Process:

Monitoring Mechanisms:

IX. MODIFICATIONS (SUMMARY ONLY) (APPROVED MODS ONLY) # MODS: _____ DATE(S):

Purpose:

Impact on Budget:

Impact on Programs:

Impact on Participants:

Impact on Training Design:

Impact on Objectives:

Mods submitted /not approved - Date(s):

Purpose:

X. PROBLEMS/ISSUES -- SOURCE: APPLICATION _____ MOD. _____ # ____ MONITORING REPORT: _____ DATE: _____

Expected Problems:

Resolutions:

Actual Problems:

Resolutions:

Progress Identified:

XI STIP ACTIVITIES AND RESPONSIBILITIES: Note the roles of major actors by a check mark. Put an * beside the lead agency if known. Indicate all performance contracts (PC).

Activity \ Actors		Prime Sponsor	Oversight Committee	Planning Council	ES	Skill Center	Participating Employers (specify)					Schools (specify)		Area Employers	Business Associations	Unions	Other (specify)				
Program Design	Id. Occup.																				
	Id. Trng. Sources																				
	Curr. Development																				
	Curr. Review																				
Intake	Recruitment																				
	Client Cert.																				
	Client Assessment																				
	Public Relations																				
Training	CT																				
	OJT																				
	Provide Instr.																				
	Provide Equipment																				
	Provide Tr. Space																				
	Testing																				
S.S.	Support Services																				
	Counseling																				
Placement	Job Development																				
	Placement																				
	Hire 1st Commit.																				
	Hire, if possible																				
Eval.	Monitoring																				
	Evaluation																				
Ad.	Administration																				
Other (specify)																					

XI (continued)

Comments re: linkages among actors:

XII MISCELLANEOUS

Total P.S. Allocation '78: $

STIP I grantee only: y n

STIP II grantee: Application submitted: y n Application approved: y n

Exhibit 3

GRANT REVIEW CHECKLIST

A) PRIME SPONSOR DATA

1. Prime Sponsor Name _____

2. Program Type: _____ a) City
   _____ b) County
   _____ c) Consortium
   _____ d) BOS

3. Region (1-10): _____

4. Service Area: _____ a) Urban
   _____ b) Metro
   _____ c) Rural
   _____ d) Other (specify): _____

5. Labor Market: _____ a) Expanding
   _____ b) Contracting
   _____ c) Stable

6. Unemployment Rate: _____ (year/source) _____

7. Percent Minority: _____ (year/source) _____

8. Population: _____ (year/source) _____

B) PROGRAM IDENTIFIERS

1. Size of Grant: _____ a) $\leq$ $250k
   _____ b) $250,001-500,000
   _____ c) $500,001-1,200,000
   _____ d) $>$$1.2M

2. Number of Program Participants: _____ a) $<$50
   _____ b) 51-100
   _____ c) 101-200
   _____ d) 201-300
   _____ e) 301-500
   _____ f) $>$500

3. Does Program have an upgrade component? Yes _____ No _____

4. Completion date of program: _____

5. Months of scheduled program operation: _____

6. Previous Prime SPonsor experience with job training for STIP occupations?

   Yes _____ No_____

7. Receiving STIP Round II? Yes _____ No _____

C. BUDGET DATA

1. For Basic Training:

   Admin _____
   Allowances _____
   Wages _____
   Fringe _____
   Training _____
   Services _____

2. For Upgrading:

   Admin _____
   Allowances _____
   Wages _____
   Fringe _____
   Training _____
   Services _____

3. Total amount for upgrading: $ _____

4. Percent of Total grant for upgrading: % _____

5. STIPEND Provision:
   _____ a) Wages
   _____ b) Allowances
   _____ c) Both

6. Matching Funds received? Yes _____ No _____

7. Title I Funds (FY '78): _____

8. STIP Round II Funds (FY '79): _____

9. Subgrantees used:
   _____ a) 0
   _____ b) 1
   _____ c) 2
   _____ d) more than 2

10. Percent of Grant to Subgrantee(s): % _____

D. PARTICIPATION

1. Were the following program targets? (Yes/No)

   Women _____
   AFDC Clients _____
   Minorities _____
   Veterans _____
   Youth _____
   Ex-offenders _____
   WIN Clients _____
   Inter-Title Transfers _____
   Work-Release Offenders _____
   Older workers _____
   Other (specify): _____

2. Percent of positive terminations: _____%

E. PRIVATE SECTOR PARTICIPATION

1. Which groups comprise the private sector component? (Yes/No)

Unions _____
Area employers (specific) _____
Area employers (general) _____
Private Training Institutions _____
Business Associations _____

2. Have sites secured hire commitments from area employers for STIP participants for:

_____ a) all occupations
_____ b) some occupations
_____ c) none

3. Have there been problems with private sector participation:

Yes _____ No _____

4. Significance of problems: _____ a) High
_____ b) Medium
_____ c) Low
_____ d) Not applicable

5. How many oversight committees exist?

_____ a) 0 _____ d) 3
_____ b) 1 _____ e) 4 _____ g) more than 5
_____ c) 2 _____ f) 5

6. Size of oversight committee: _____ a) <5
_____ b) 6-10
_____ c) 11-15
_____ d) >15

7. Genesis of oversight committee(s): _____ a) pre-existing (go to 8)
_____ b) newly created for STIP (go to 7a)

7a. Is there evidence of coordination between the oversight committee and the manpower advisory council?

Yes _____ No _____

8. Is there evidence of coordination with local economic development efforts?

Yes _____ No _____

9. Is there any union involvement in apprenticeship occupations?

Yes _____ No _____

10. What type, if any, program operator was used?

_____ a) Private Sector
_____ b) Community-based organization
_____ c) Skills Center
_____ d) Private Training Institution
_____ e) None
_____ f) Other (specify): _____

11. Were support services offered? Yes_____ No_____

F. OCCUPATIONS

1. Number of occupations selected for program:

_____ a) 1-3
_____ b) 4-6
_____ c) 7-9
_____ d) 10-12
_____ e) 13-15
_____ f) 16-18
_____ g) more than 18

2. For each of the following ten fields:

a) Note whether they are offered in program occupations
b) Note average wage rate for all occupations in that field (after one year)
c) Note whether job is apprenticeable
d) Note average wage rate for upgrading occupations

Then encode information thusly:

Field code (1-11)	Wage Category	Apprentice-able	Upgrading Wage Category
X	Y	Z	A

By this system:

X) Field Code (See below, questions 1-11)

Y) Wage Category
1) $3-4
2) $4.01-4.75
3) $4.76-5.50
4) $5.51-5.99
5) $6-6.99
6) $7-7.99
7) $8 and above

Z) Apprenticeable
0) No
1) Yes

A) Upgrading Wage Category
1) $3-4
2) $4.01-4.75
3) $4.76-5.50
4) $5.51-5.99
5) $6-6.99
6) $7-7.99
7) $8 and above

So that Code 2306 would be a health-related field with a one-year wage rate between $4.76 and $5.50 which is not apprenticeable; and which possesses an upgrade occupation with wages between $7 and $7.99.

Code this information below in the space provided within each of the ten fields. If there are no occupations within a field, code a "99". Also, be sure to indicate the number of occupations within each field.

1. Data Processing Related Fields (Examples: computer technicians, operators, Key-punchers, programmers)

   CODE: 1 ___ ___ ___
   X Y Z A

   A) Number of occupations within field:
   ___ a. 1-3
   ___ b. 4-7
   ___ c. >8

   B) Number of participants in field:
   ___ a. <50
   ___ b. 51-100
   ___ c. 101-200
   ___ d. 201-300
   ___ e. 301-500
   ___ f. >500

   C) Are there upgrade occupations within field?

   Yes _____ No _____

2. Health-Related Fields (Ex: nurses, dieticians, pharmacutical, respiratory therapy technicians, dental technicians)

   CODE: 2 ___ ___ ___
   X Y Z A

   A) Number of occupations within field:
   ___ a. 1-3
   ___ b. 4-7
   ___ c. >8

   B) Number of participants in field:
   ___ a. <50
   ___ b. 51-100
   ___ c. 101-200
   ___ d. 201-300
   ___ e. 301-500
   ___ f. >500

   C) Are there upgrade occupations within field?

   Yes _____ No _____

3. Machinist Trades (Ex: machine operators, toolmakers, metal workers)

   CODE: 3 ___ ___ ___
   X Y Z A

   A) Number of occupations within field:
   ___ a. 1-3
   ___ b. 4-7
   ___ c. >8

B) Number of participants within field:

___ a. <50
___ b. 51-100
___ c. 101-200
___ d. 201-300
___ e. 301-500
___ f. >500

C) Are there upgrade occupations within field?

Yes _____ No_____

4. Electronics Trades (Ex: Electrician, electric technician, electronics repair, electrical mechanics, electronics specialist)

CODE: 4 / X Y Z A

A) Number of occupations within field:

___ a. 1-3
___ b. 4-7
___ c. >8

B) Number of participants in field:

___ a. <50
___ b. 51-100
___ c. 101-200
___ d. 201-300
___ e. 301-500
___ f. >500

C) Are there upgrade occupations within field?

Yes _____ No _____

5. Welders

CODE: 5 / X Y Z A

A) Number of occupations within field:

___ a. 1-3
___ b. 4-7
___ c. >8

B) Number of participants in field:

___ a. <50
___ b. 51-100
___ c. 101-200
___ d. 201-300
___ e. 301-500
___ f. >500

C) Are there upgrade occupations within field?

Yes _____ No _____

6. Other Structural (Ex: Pipefitters, shipfitter, carpenter, plumber, brickmason)

CODE: 6 / X Y Z A

A) Number of occupations within field:
___ a. 1-3
___ b. 4-7
___ c. >8

B) Number of participants in field:
___ a. < 50
___ b. 51-100
___ c. 101-200
___ d. 201-300
___ e. 301-500
___ f. >500

C) Are there upgrade occupations within field?

Yes _____ No _____

7. Clerical and services (Ex: secretaries, retail businesses, record-keepers, transcriptionists, non-data processing clerks, stenorgraphers)

CODE: 7 ___ ___ ___
X Y Z A

A) Number of occupations within field:
___ a. 1-3
___ b. 4-7
___ c. >8

B) Number of participants in field:
___ a. < 50
___ b. 51-100
___ c. 101-200
___ d. 201-300
___ e. 301-500
___ f. >500

C) Are there upgrade occupations within field?

Yes _____ No _____

8. Mechanic/Repair (Ex: All non-electronics, non-data processing mechanics and repair occupations)

CODE: 8 ___ ___ ___
X Y Z A

A) Number of occupations within field:
___ a. 1-3
___ b. 4-7
___ c. >8

B) Number of participants in field:
___ a. < 50
___ b. 51-100
___ c. 101-200
___ d. 201-300
___ e. 301-500
___ f. >500

C) Are there upgrade occupations within field?

Yes _____ No _____

9. Other (Specify): _____ _____

10. Do any of those occupations require union entry?

Yes _____ No _____

11. Do any require certification? Yes _____ No _____

G. TRAINING ACTIVITIES

1. Duration of Training:
   ____ a) < 3 mo.
   ____ b) 3-5.9 mo.
   ____ c) 6-11.9 mo.
   ____ d) >12 mo.

2. Cost for participant - Basic Training $_____

3. Cost for participant - Upgrading $_____

4. Type of training used for basic training:
   _____ a) classroom
   _____ b) OJT
   _____ c) both

5. Type of training used for upgrading:
   _____ a) classroom
   _____ b) OJT
   _____ c) both
   _____ d) N/A

6. Ratio of classroom to OJT for: Basic training _____

   Upgrading _____

7. Location of Classroom Training site:
   _____ a) at work place
   _____ b) off-site training
   _____ c) N/A

H. PARTICIPATION OF ACTORS, BY FUNCTION

1. Were the following involved in program design? (Yes/No)

Prime sponsor	_____
Oversight Committee	_____
Area Employers (Specific)	_____
Area Employers (General)	_____
Unions	_____

2. Were the following involved in participant intake? (Yes/No)

Prime sponsor _____
Oversight committee _____
Area Employers (specific) _____
Area Employers (general) _____
Unions _____

3. Were the following involved in participant training?

Prime sponsor _____
Oversight Committee _____
Area Employers (specific) _____
Area Employers (general) _____
Unions _____

4. Were the following involved in program administration?

Prime sponsor _____
Oversight committee _____
Area Employers (specific) _____
Area Employers (general) _____
Unions _____

5. Were area employers (specific/general) involved in:

a)	identifying occupations	Yes _____	No _____
b)	identifying training sources	Yes _____	No _____
c)	curriculum development	Yes _____	No _____
d)	curriculum review	Yes _____	No _____
e)	client recruitment	Yes _____	No _____
f)	client certification	Yes _____	No _____
g)	client assessment	Yes _____	No _____
h)	public relations	Yes _____	No _____
i)	classroom training	Yes _____	No _____
j)	OJT	Yes _____	No _____
k)	provide instruction	Yes _____	No _____
l)	provide equipment	Yes _____	No _____
m)	provide training space	Yes _____	No _____
n)	testing	Yes _____	No _____
o)	support services	Yes _____	No _____
p)	counseling	Yes _____	No _____
q)	job development	Yes _____	No _____
r)	placement	Yes _____	No _____
s)	hire first commitment	Yes _____	No _____
t)	hire if possible	Yes _____	No _____
u)	monitoring	Yes _____	No _____
v)	evaluation	Yes _____	No _____
w)	administration	Yes _____	No _____

Exhibit 4

TELEPHONE CHECKLIST

A. PROGRAMMATIC CHANGES

1. Have occupational selections changed during start-up?

   Yes _____ No _____

2. Significance of change:
   _____ a) high
   _____ b) medium
   _____ c) low
   _____ d) N/A

3. Type of change:
   _____ a) addition
   _____ b) deletion
   _____ c) replacement
   _____ d) N/A

4. For additional/replacement occupations, was there:

   _____ a) Hire first commitment
   _____ b) Hire consideration
   _____ c) classroom training required
   _____ d) OJT required
   _____ e) Both OJT/classroom training

5. For occupations replaced, does the new occupation have:

   a. more classroom training _____
      same classroom training _____
      less classroom training _____
      N/A _____

   b. more OJT _____
      same OJT _____
      less OJT _____
      N/A _____

   c. higher entry wage _____
      same entry wage _____
      less entry wage _____
      N/A _____

   d. higher skill level _____
      same skill level _____
      lower skill level _____
      N/A _____

6. Have there been changes in hiring and placement arrangements?

   Yes _____ No _____

   a. increase in hire first commitments _____
      decrease in hire first commitments _____
      N/A _____

   b. increase in hire if possible _____
      decrease in hire if possible _____
      N/A _____

7. Have there been changes in the oversight committee(s)?

Yes _____ No _____

How many changes? : _____ a) 1
_____ b) 2
_____ c) 3
_____ d) more than 3
_____ e) N/A

Types of changes: _____ a) dissolved
_____ b) new committees added
_____ c) membership turnover
_____ d) changes in reponsibility
_____ e) N/A

8. Have there been changes in service providers?

Yes _____ No _____

Types of changes: _____ a) added
_____ b) deleted
_____ c) replaced
_____ d) N/A

9. Has there been a problem with employers following through on commitments to hire?

Yes _____ No _____

10. Have there been budget changes made? Yes _____ No _____

A) Increase/Decrease:

Admin _____
Allowances _____
Wages _____
Fringe _____
Training _____
Services _____

B) Have funds been re-allocated among projects? Yes _____ No _____

C) Have funds been returned? Yes _____ No _____

D) Have there been changes in basic training budget? Yes _____ No _____

a. increase _____
b. decrease _____

E) Have there been changes in upgrading budget? Yes _____ No _____

a. increase _____
b. decrease _____

11. Did the program begin late? Yes _____ No _____

For what reasons?

_____ a. late start (grant signed late or delays over which private sponsor had no control)
_____ b. enrollment problems
_____ c. retention problems
_____ d. lack of sites, instructors, equipment
_____ e. subcontractor performance problems
_____ f. N/A
_____ g. other (specify): _____

12. Has an extension been requested? Yes _____ No _____

LOKI

Exhibit 2

PHONE INTERVIEW GUIDE

Site _____ Region _____

Respondent _____

Phone no. _____

Title _____

Interviewer _____ Date ____

Time ____

Respondent _____ Title ____

Be sure project description reflects all modifications. Specify the source documents for description.

Overview Corrections

Given the overview of the STIP project, have there been any significant changes in STIP 1?

Yes _____ (use a probe; if no, skip to

No _____ "other questions" - Last page)

Change Areas:

Occupations _____
Training Design/Approach _____
Private Sector Participation _____
Participant Selection/Recruitment _____
Budget _____
Management/Administration _____
Other _____

1 OCCUPATIONS	2 TRAINING DESIGN/APPROACH
Changes H M L	H M L
Background/Genesis	
Effectiveness	

LOKI

Site _____ Region _____ Respondent _____ Interviewer _____

3 PRIVATE SECTOR PARTICIPATION	4 BUDGET	5 MANAGEMENT/ADMINISTRATION	6 PARTICIPANT SELECTION/RECRUITMENT
Changes H M L	H M L	H M L	H M L
Background/Genesis			
Effectiveness			

We would like to ask a few more questions on specific elements of the STIP Program and about your perceptions of STIP in general.

Other CETA

2. Prior to STIP, did you/the Prime Sponsor, provide training under any Title for any of the occupations selected for STIP. Yes _____ No _____ (Skip to a)

a. For what occupations did you provide previous training & under what type of training (e.g. OJT) was used?

Occupations Training Activity

Upgrading

3. Why was an upgrading component used in STIP I?

4. How were the occupations & providers selected for upgrading?

5. What problems, if any, were encountered in implementing & operating the upgrading component?

STIP II

6. Have you/the Prime Sponsor received a Round II STIP Grant?

Yes _____ No _____ (Skip to 7)

7. In your judgement, how are the characteristics similar or different between STIP I and II?

Overall

8. In your judgement, what have been the benefits of the STIP experiences?

9. Also as wrap-up question, determine current status of the project (if not already done) - whether it's on target and confirm its completion date.

For those grantees with no significant changes - to what do you attribute the program's working out as planned?

Figure 1

TELEPHONED SITES--SIZE AND TYPE

TYPE OF PRIME SPONSOR	SIZE OF PROGRAM	
	SMALL Cities: Under $500,000 Counties Under $275,000 Consortia: Under $500,000 BOS: Under $1,000,000	LARGE
BOS	• California $376,016 • Iowa 565,115 • North Dakota 799,255 Washington 699,800 * New Jersey 199,675 * Maryland 126,600	Pennsylvania $1,016,074 • Utah 1,650,000 • Alabama 2,305,701 • Mississippi 3,326,155 Oklahoma 2,000,000 Arkansas 2,285,774 Louisiana 2,904,354 Oregon 1,230,000
City	* Richmond, CA $130,338 • Wilmington, DE. 246,242 • Erie, PA 265,917 Waterbury, CT 287,261 *• Albuquerque, NM 142,416 Syracuse, NY 390,429	• Honolulu, HA $ 503,066 • Denver, CO 919,521 • Phoenix, AZ 1,243,295 • Atlanta, GA 1,262,991 • San Francisco, CA 1,609,060 Buffalo, NY 1,182,662
County	• Lackawanna County, PA $266,254 • Scott County, IA 200,000 • Davidson County, NC 200,000 • Black Hawk County, IA 200,000 Somerset County, NJ 206,858 Onondaga County, NY 179,225 • Rapids Parish, LA 124,000 St. Clair County, WI 129,630 * Madison County, WI 69,506 * Dakota County, MN 99,908	Prince Georges County, MD $ 726,387 *• Broward County, FL 1,264,800 • Montgomery County, PA 765,265 • Fairfax County, VA 405,802 • Chester County, PA 310,250 • St. Louis County, MO 481,250 East Baton Rouge, LA 422,000 • Alameda County, CA 452,384 Monmouth County, NJ 497,703 Morris County, NJ 308,467 Saginaw County, MI 360,052 Jefferson County, CO 301,974
Consortium	Madison-Dane Con., WI $288,480 *• New Bedford Con., MA 25,294 • Penobscot Con., ME 303,000 • Stamford Con., CT 309,922 • Autauga, Elmore & Montgomery Con., AL 360,208 Clermont/Warren Con., OH 210,850 Panhandle Region, TX 319,250 Mid-Willamette Valley Con., OR 496,198 • Sacramento/Yolo Con., CA 279,031 Columbus Area Con., GA 314,385 * Colorado Springs/El Paso Con., CO 169,420 Inland Manpower Assn., CA 300,000 WOW Con., WI 351,500	• New Haven Con., CT $ 520,812 • Fresno Con., CA 565,521 • Bridgeport Con., CT 743,142 • Tampa/Hillsborough Con., FL 941,305 • Hampden Con., MA 959,478 *• Eastern Kentucky CEP 1,347,749 Fort Worth Con., TX 734,042 * King Snohomish Con., WA 2,748,762 * Dade/Monroe Counties Con., Fl 3,145,000 Miami Valley Con., OH 989,625 * Dallas Con., TX 1,596,793

* Indicates unusually large or small program. Due to the extremes in size, these sites were eliminated from selection.

• Considered for Phase II site selection.

Figure 3

CHARACTERISTICS OF PHASE II SITES

STIP I PROGRAMS / PRIME SPONSOR	REGION	# OCCUPATIONS	OCCUPATIONAL FOCUS	UPGRADING COMPONENT	LEVEL OF EARLY IMPLEMENTATION CHANGE	COMPLETION DATE	STIP II ALSO	PRIVATE SECTOR INVOLVEMENT	ON-SITE TRAINING
Lackawanna County, Pa. ($266,254)	III	5	low		0	3/31/79	X	high	high
Stamford Consortium, Ct. ($309,922)	I	2	low		12	4/30/79	X	high	med
Tampa/Hillsborough Consortium, Fl. ($941,305)	IV	4	high		7	6/79		high	med
Utah BOS ($1,650,000)	VIII	22	high		6	9/79		med	low
San Francisco, Ca. ($1,690,050)	IX	4	low		11	5/24/79		med	med

Figure 2 – Characteristics of Telephoned Sites

		STIP I PROGRAMS PRIME SPONSOR (size of program)	Region	# Occupations	Occupational Focus	Upgrading Component	Level of Early Implementation Changes	Completion Date	STIP II	Private Sector Involvement	On-Site Training
BOS	Small	New Jersey (199,675)	II	5	lo		3	2/79		hi	hi
		• California (376,016)	IX	9	hi		12	6/30/79		med	lo
		• Iowa (565,115)	VII	3	lo	X	1.5	4/30/79	X		
		• North Dakota (799,255)	VIII	4	hi		6	3/31/79	X	lo	lo
		Washington (699,800)	X	3	lo		8	9/30/79		lo	med
		Maryland (126,600)	III	1	lo		8	3/31/79	X	med	lo
	Large	Arkansas (2, 285, 774)	VI	12	hi		2	9/79	X	med	med
		Pennsylvania (1,016,074)	III	5	hi		2	4/79	X	med	med
		• Utah (1,650,000)	VIII	19	hi		6	9/79	X	med	lo
		Oklahoma (2,000,000)	VI	18	hi		10	3/79		med	lo
		• Alabama (2,305,701)	IV	11	hi		8	9/79		hi	hi
		Louisiana (2,904,354)	VI	7	lo		13	5/20/79	X	hi	hi
		• Mississippi (3,326,155)	IV	4	hi	X	6	5/79		hi	hi
		Oregon (1,230,000)	X	4	hi		3	9/79		med	med
CITY	Small	Syracuse (290,429)	II	4	lo		6	—	X	hi	hi
		Richmond (130,338)	IX	5	hi		6	9/79	X	med	none
		• Albuquerque (142,416)	VI	1	lo		0	9/79		med	lo
		• Wilmington (248, 242)	III	2	lo		5	5/79		hi	hi
		• Erie (247,917)	III	5	lo		0	3/31/79		lo	none
		• Waterbury (287,261)	I	2	lo		0	4/20/79		med	hi
	Large	• Honolulu (503,066)	IX	3	lo		6	11/79	X	hi	hi
		• Denver (919,521)	VIII	6	hi		9	9/30/79	X	hi	hi
		• Phoenix (1,243,295)	IX	8	hi	X	6	5/24/79	X	hi	med
		• Atlanta (1,262,991)	IV	2	lo		5	4/79	X	med	med
		• San Francisco (1,609,050)	IX	11	lo		11	5/24/79	X	med	med
		Buffalo (1,182,662)	II	1	lo		1	4/30/79	X	hi	hi
COUNTY	Small	St. Clair (129,630)	V	1	lo		5	6/30/79		hi	hi
		Madison (69,506)	V	1	lo		4	8/79	X	lo	lo
		Somerset (206,858)	II	2	lo		1	4/30/79	X	lo	none
		• Black Hawk (200,000)	VII	2	lo		1	5/79			
		• Davidson (200,000)	IV	2	lo		1	5/79		med	lo
		• Scott (200,000)	VII	2	lo		4	1/5/79			
		• Lackawanna (266,254)	III	5	lo		0	3/31/79	X	hi	hi
		Onondaga (179,225)	II	5	lo		2	3/79	X	med	lo
		• Rapids Parish (124,000)	VI	1	lo		3	5/5/79		hi	hi
		Dakota (99,908)	V	3	hi		10	5/79	X	med	med
	Large	Monmouth (497,703)	II	9	hi	X	4	5/14/79		med	none
		E. Baton Rouge (422,000)	VI	1	lo		9	6/22/79	X	lo	none
		• St. Louis (481,250)	VII	4	lo		4.5	5/14/79	X		
		• Chester (310,250)	III	10	lo	X	4.5	5/79		med	hi
		• Fairfax (405,802)	III	6	lo		6	9/30/79		med	lo
		• Montgomery (765,265)	III	2	lo		3	5/79		lo	none
		• Broward (1,689,800)	IV	12	hi		12.5	9/79	X	med	med
		• Alameda (461,384)	IX	1	lo		0	9/30/79	X	med	hi
		Morris (308,465)	II	2	lo		9	6/30/79		med	lo
		Prince George's (726,387)	III	4	hi		14	6/30/79	X	hi	hi
		Saginaw (360,052)	V	1	lo		9	6/21/79		med	lo
		Jefferson (301,974)	VIII	5	hi	X	5	6/30/79	X	med	med
CONSORTIUM	Small	• Sacramento/Yolo (279,031)	IX	1	lo		10	3/1/79	X	med	none
		• New Bedford (125,294)	I	2	lo	X	0	4/30/79	X	med	lo
		• Penobscot (303,000)	I	2	lo		9	1/12/79	X	lo	lo
		• Stamford (309,922)	I	2	lo		12	4/30/79	X	hi	med
		Panhandle (319,250)	VI	10	lo		3		X	lo	lo
		• Autauga, Elmore & Montgomery (360,208)	IV	2	lo		8	5/79	X	med	med
		Mid Willamette Valley (498,198)	X	2	lo		4	6/30/79	X	lo	none
		Clermont/Warren (210,850)	V	1	lo		6	6/28/79	X	med	lo
		Columbus (314,385)	IV	1	lo		6	6/30/79		med	hi
		Colorado Springs/El Paso (169,420)	VIII	1	lo	X	4	2/28/79		med	lo
		Inland Manpower Assn. (300,000)	IX	3	lo		0	4/30/79	X	hi	med
		Madison Dane (288,480)	V	3	hi		6	12/31/79	X	med	lo
		WOW (351,500)	V	4	hi		1	5/14/79	X	med	lo
	Large	Miami Valley (989,625)	V	19	hi	X	6	11/31/79	X	hi	med
		• New Haven (520,812)	I	2	lo		4	5/1/79	X	lo	none
		• Fresno (565,521)	IX	4	hi	X	4	5/14/79	X	med	med
		Fort Worth (734,042)	VI	2	lo		3	3/31/79		med	med
		• Bridgeport (743,142)	I	2	lo		9	5/79	X	med	med
		• Tampa/Hillsborough (941,305)	IV	4	hi		7	6/79		hi	med
		• Hampden (959,478)	I	3	lo		1	3/79	X	lo	lo
		• Eastern Kentucky CEP (1,347,749)	IV	3	lo		0	7/79	X	med	med
		King Snohomish (2,748,762)	X	9	hi		5	6/30/79	X	med	med
		Dade/Monroe (3,145,000)	IV	7	hi		6	6/30/79		lo	none
		Dallas (1,596,783)	VI	8	hi		6	6/30/79	X	hi	hi

• considered for Phase II site selection

FIGURE 2 KEY TO CATEGORIES

Region
Department of Labor Region

 # Occupations
The number of STIP I occupations in program

Occupational focus
hi = 3 or more occupations or variations in occupational families
lo = fewer than 3 occupations or little variation in occupational families

Upgrading component
X denotes presence of an upgrading component

Level of early implementation changes
This category is a composite of the number of changes and their difficulty as ranked by project (prime sponsor) staff. For each change, staff were asked to assign a low, medium or high rating based on the following criteria:
- the degree to which the change affected the program as originally planned or
- the degree of difficulty involved in making the change or
- the seriousness of the problem which caused the change.

A high rating was then assigned a numerical value of 3, a medium rating a 2 and a low rating a 1. The "level of change" is the total of all rated changes.

Completion date
Date of expected STIP I Project completion

STIP II
X denotes prime sponsor is also receiving a STIP II grant

Private Sector Involvement
hi = active union involvement and/or all training delivered by private sector and representation on an oversight committee
med = some training delivered by private sector and representation on an oversight committee
lo = limited training delivered by private sector (e.g. OJT only for 1 occupation) and/or use of an existing, non-private sector oriented advisory committee as oversight committee

On Site Training
hi = all training at employer's work site
med = some classroom training on site
lo = OJT only on site

APPENDIX 2

REGIONAL STIP I PROJECT SUMMARIES

REGIONAL PROFILE
REGION I

PROJECT	PROGRAM TYPE	GRANT AMOUNT (in $1,000)	COST/PARTICIPANT	# PARTICIPANTS	UPGRADE	OCCUPATIONAL FOCUS	OVERSIGHT COMMITTEE	MODIFICATIONS
CONNECTICUT								
I-2 Bridgeport Manpower Consortium	Consortium	$ 743.1	$ 8257	90		Machinist Trades (1) Other Mfg. Trades (1)	1	0
I-4 New Haven Consortium	Consortium	520.8	5787	90		Mechanic/Repair (1) Welding (1)	1	0
I-6 Stamford Area CETA Administration	Consortium	309.9	8855	35		Clerical/Service (1) Electronics Trades (1)	2	0
I-8 City of Waterbury	City	287.3	3591	80		Machinist Trades (2)	1	2
MAINE								
I-10 State of Maine	BOS	917.1	9263	99		Mechanic/Repair (2) Other (2)	1	0
I-12 Penobscot Consortium	Consortium	303.0	10100	30		Clerical/Service (1) Health Care (1)	1	0
MASSACHUSETTS								
I-14 Massachusetts Executive Office of Manpower Affairs	BOS	1,968.4	12700	155		Electronics Trades (4) Data Processing (1) Health Care (1)	1	0
I-15 City of Boston	City	1,499.4	4998	300		Mechanic/Repair (3) Other Structural (2)	1	0
I-17 Eastern Middlesex Human Resource Development Authority	Consortium	530.6	9647	55		Data Processing (1) Health Care (2)	1	0
I-18 Lowell Consortium	Consortium	150.6	5018	30		Mechanic/Repair (1)	1	0
I-19 New Bedford Consortium	Consortium	125.3	5695	34	X	Machinist Trades (1) Mechanic/Repair (1) Data Processing (1) Other Mfg. Trades (4)	1	1
I-22 Hampden County Manpower Consortium (Springfield)	Consortium	959.5	9407	102		Mechanic/Repair (1) Other Mfg. Trades (2)	1	2
RHODE ISLAND								
I-24 City of Providence	City	635.1	8039	79		Mechanic/Repair (1) Electronics Trades (1) Other Mfg. Trades (3)	1	1
VERMONT								
I-26 Vermont Comprehensive Employment & Training Office	BOS	881.9	8819	100	X	Machinist Trades (2) Electronics Trades (1) Other Mfg. Trades (2)	1	1
TOTAL	---	$ 9,832.0	$ 7687	1279	2	---	---	-

REGIONAL PROFILE
REGION II

PROJECT	PROGRAM TYPE	GRANT AMOUNT (in $1,000)	COST/PARTICIPANT	# PARTICIPANTS	UPGRADE	OCCUPATIONAL FOCUS	OVERSIGHT COMMITTEE	MODIFICATIONS
NEW JERSEY								
II-2 State of New Jersey	BOS	$ 199.7	$ 11746	17		Welding (1) Other Mfg. Trades (4)	0	0
II-4 Bergen County Board of Chosen Freeholders	County	1,410.3	4366	323		Clerical/Service (4) Drafting (1) Electronics Trades (1) Other (1)	7	0
II-5 City of Elizabeth	City	195.2	5421	36		Machinist Trades (1) Clerical/Service (1)	1	0
II-6 Monmouth County Board of Chosen Freeholders	County	497.7	6464	77	X	Machinist Trades (2) Clerical/Service (4) Health Care (1) Mechanic/Repair (2)	1	0
II-8 Morris County Board of Chosen Freeholders	County	308.5	8568	36		Machinist Trades (1) Electronics Trades (1)	2	1
II-11 City of Newark	City	1,788.0	5731	312		Clerical/Service (2) Health Care (1) Electronics Trades (1) Machinist Trades (1) Welding (1) Maintenance (1) Other Mfg. Trades (1)	1	0
II-13 Somerset County Board of Chosen Freeholders	County	206.9	8619	24		Clerical/Service (1) Other (1)	1	0
NEW YORK								
II-15 City of Buffalo	City	1,182.7	5632	210		Welding (1)	1	0
II-17 Chemung County	County	187.5	6251	30		Mechanic/Repair (2) Machinist Trades (1)	1	0
II-18 City of New York	City	11,409.6	5596	2039	X	A great many occupations, most in the clerical/service field.	20 (app.)	0
II-20 County of Onondaga	County	179.2	8169	25		Electronics Trades (3) Mechanic/Repair (1) Drafting (1)	1	0
II-23 City of Syracuse	City	390.4	7099	55		Clerical/Service (2) Welding (1) Other Mfg. Trades (1)	1	1
PUERTO RICO								
II-25 Right to Employment Association	BOS	4,517.1	10963	412		A great many occupations in many areas.	9	
TOTAL	---	$22,472.8	$ 6249	3596	2	---	---	-

REGIONAL PROFILE

REGION III

PROJECT	PROGRAM TYPE	GRANT AMOUNT (in $1,000)	COST/PARTICIPANT	# PARTICIPANTS	UPGRADE	OCCUPATIONAL FOCUS	OVERSIGHT COMMITTEE	MODIFICATIONS
DELAWARE								
III-2 City of Wilmington	City	$ 246.2	$ 6156	40		Machinist Trades (2)	1	0
DISTRICT OF COLUMBIA								
III-4 District of Columbia	State	2,280.6	6911	330		Mechanic/Repair (4) Data Processing (2) Electronics Trades (4)	3	0
MARYLAND								
III-6 Maryland Department of Human Resources	BOS	126.6	6330	20		Other Structural Trades (1)	1	0
III-8 Baltimore Metropolitan Manpower Consortium	Consortium	3,458.1	8434	410	X	Mechanic/Repair (5) Data Processing (1) Health Care (2) Welding (2) Machinist Trades (2) Other (1)	1	0
III-10 Prince George's County	County	726.4	7121	102		Mechanic/Repair (2) Machinist Trades (1) Other Mfg. Trades(1)	2	0
PENNSYLVANIA								
III-12 Pennsylvania Department of Labor and Industry	BOS	1,016.1	7583	134		Health Care (1) Clerical/Service (1) Mechanic/Repair (2) Welding (2)	0	0
III-14 Allegheny County Department of Jobpower	County	1,332.5	7571	176	X	Mechanic/Repair (2) Health Care (1) Machinist Trades (1) Other (1)	1	0
III-16 County of Chester	County	310.3	3626	88	X	Other Mfg. Trades (7) Other Structural Trades (1) Other (2)	0	0
III-18 City of Erie	City	247.9	5909	45		Machinist Trades (2) Welding (1) Mechanic/Repair (1) Drafting (1)	1	0
III-21 County of Erie	County	225.6	4511	50		Other Mfg. Trades (1) Drafting (1)	1	0
III-22 Lackawanna County Board of Commissioners	County	266.3	8589	31		Mechanic/Repair (2) Other Mfg. Trades (2) Other (1)	1	1
III-24 Mercer County Consortium Services, Inc.	Consortium	615.4	9468	65		Welding (1) Maintenance (1)	1	0

REGIONAL PROFILE
REGION III
(continued)

PROJECT	PROGRAM TYPE	GRANT AMOUNT (in $1,000)	COST/PARTICIPANT	PARTICIPANTS	UPGRADE	OCCUPATIONAL FOCUS	OVERSIGHT COMMITTEE	MODIFICATIONS
III-25 Montgomery County	County	$ 765.3	$ 9556	80		Welding (1) Other (1)	1	0
III-27 City of Philadelphia	City	$ 2,652.3	$ 7917	335	X	Health Care (5) Clerical/Service (2) Other Structural Trades (6) Mechanic/Repair (1) Other Mfg. Trades (3)	1	0
III-29 Schuylkill-Carbon Agency for Manpower	Consortium	415.4	3461	120		Health Care (1) Welding (1) Mechanic/Repair (1) Machinist Trades (1)	1	0
III-30 Westmoreland County	County	515.6	5371	96		Machinist Trades (1)	1	0
VIRGINIA								
III-31 County of Fairfax	County	405.8	9223	44		Electronics Trades (3) Mechanic/Repair (3)	1	0
WEST VIRGINIA								
III-33 State of West Virginia	BOS	2,919.4	4569	639		Machinist Trades (3) Other Structural Trades (3) Clerical/Service (1) Data Processing (1) Health Care (2) Welding (2) Other (8)	4	2
TOTAL	---	$18,525.8	$6600	2805	4	---	--	--

REGIONAL PROFILE

REGION IV

PROJECT	PROGRAM TYPE	GRANT AMOUNT (In $1,000)	COST/PARTICIPANT	# PARTICIPANTS	UPGRADE	OCCUPATIONAL FOCUS	OVERSIGHT COMMITTEE	MODIFICATIONS
ALABAMA								
IV-2 State of Alabama	BOS	$ 2,305.7	$ 4864	474		Machinist Trades (4) Electronic Trades (2) Mechanic/Repair (3) Other (2)	4	0
IV-5 Birmingham Area Manpower Consortium	Consortium	554.8	9247	60		Data Processing (2) Clerical/Service (1)	1	0
IV-7 Huntsville/Madison County Office of Manpower	Consortium	320.3	5338	60		Electronics Trades (2) Other Mfg. Trades (1)	1	0
IV-8 Autauga, Elmore and Montgomery Manpower	Consortium	360.2	4288	84		Health Care (1) Clerical/Service (1)	1	0
IV-10 Brevard County Board of Commissioners	County	491.3	6551	75		Electronics Trades (1) Machinist Trades (2)	2	0
IV-11 Broward Employment & Training Administration	County	1,689.8	7041	240		Welding (1) Machinist Trades (1) Clerical/Service (2) Electronics Trades (2) Mechanic/Repair (1) Other Structural Trades (3) Other (2)	1	0
IV-13 Dade/Monroe Counties Manpower Consortium	Consortium	3,145.0	4493	700		Clerical/Service (4) Data Processing (1) Health Care (1) Other (1)	1	0
IV-16 Sarasota County Board of Commissioners	County	254.1	7261	35		Machinist Trades (1)	1	0
IV-17 Tampa/Hillsborough Manpower Consortium	Consortium	941.3	6629	142		Welding (1) Mechanic/Repair (1) Clerical/Service (1) Other (1)	1	0
GEORGIA								
IV-19 Office of the Governor	BOS	4,539.1	7126	637		A great many occupations in many fields.	8	1
IV-21 City of Atlanta	City	1,263.0	7017	180		Maintenance (1) Clerical/Service (1)	1	0
IV-23 Columbus Employment & Training Administration	Consortium	314.4	5071	62		Other Mfg. Trades (1)	0	0

REGIONAL PROFILE

REGION IV

(continued)

PROJECT	PROGRAM TYPE	GRANT AMOUNT (in $1,000)	COST/PARTICIPANT	# PARTICIPANTS	UPGRADE	OCCUPATIONAL FOCUS	OVERSIGHT COMMITTEE	MODIFICATIONS
KENTUCKY								
IV-25 Kentucky Department for Human Resources	BOS	$ 278.9	$ 6641	42		Other (1)	0	1
IV-26 Eastern Kentucky CEP	Rural CEP	1,347.7	13477	100		Clerical/Service (1) Other Structural Trades (1) Other (1)	1	0
MISSISSIPPI								
IV-28 Office of the Governor	BOS	3,326.2	3192	1042	X	Welding (2) Machinist Trades (1) Other Structural Trades (1)	1	0
IV-31 Harrison County Board of Supervisors	County	201.0	5583	36		Welding (1)	1	0
NORTH CAROLINA								
IV-32 State of North Carolina	BOS	6,990.3	5772	1211	X	Mechanic/Repair (8) Machinist Trades (4) Welder (1) Other Structural Trades (8) Electronics Trades (2) Other (5)	N/A	1
IV-34 Cumberland County Board of Commissioners	County	290.9	4849	60		Other Structural Trades (3)	1	0
IV-35 Davidson County Board of Commissioners	County	200.0	6667	30		Machinist Trades (1) Mechanic/Repair (1)	1	0
IV-37 State of South Carolina	BOS	4,945.4	5601	883		Welding (1) Mechanic/Repair (3) Electronics Trades (1) Data Processing (2) Drafting (1) Machinist Trades (1) Other (1)	3	0
IV-38 Knoxville-Knox County Manpower Consortium	Consortium	432.3	6176	70		Electronics Trades (1) Other (2)	1	1
TOTAL	---	$33,741.7	$ 5422	6523	2	---	--	--

REGIONAL PROFILE

REGION V

PROJECT	PROGRAM TYPE	GRANT AMOUNT (in $1,000)	COST/PARTICIPANT	# PARTICIPANTS	UPGRADE	OCCUPATIONAL FOCUS	OVERSIGHT COMMITTEE	MODIFICATIONS
ILLINOIS								
V-2 State of Illinois	BOS	$2,827.7	$ 6653	425		Health Care (1) Other Mfg. Trades (1) Other (1)	3	0
V-3 Madison County Consortium	Consortium	69.5	6951	20		Health Care (1)	1	1
INDIANA								
V-5 City of Indianapolis	City	1,184.1	6578	180		Other (2)	1	0
MICHIGAN								
V-6 Michigan Department of Labor	BOS	214.6	5365	40		Machinist Trades (1)	1	0
V-7 Saginaw County CETA	County	360.1	4738	76		Machinist Trades (1)	1	0
V-9 St. Clair County	County	129.6	12963	10		Other Structural Trades (1)	1	2
MINNESOTA								
V-11 Dakota County CETA	County	99.9	5877	17		Health Care (1) Other (2)	1	3
V-13 Rural Minnesota CEP	Consortium	766.8	9830	78		Mechanic/Repair (1) Other Structural Trades (2)	1	0
OHIO								
V-14 Clermont/Warren Consortium	Consortium	210.9	7028	30		Other (1)	1	0
V-16 Miami Valley Manpower Consortium	Consortium	989.6	6598	150	X	Mechanic/Repair (2) Machinist Trades (9) Clerical/Service (2) Other Structural Trades (1) Drafting (1) Maintenance (1) Data Processing (1) Other (2)	5	0
WISCONSIN								
V-19 Madison-Dane County Employment & Training Consortium	Consortium	288.5	6411	45		Welding (1) Machinist Trades (1) Mechanic/Repair (1)	1	0
V-21 Milwaukee County	County	1,590.0	5300	300		Maintenance (1) Welding (1) Other Mfg. Trades (4)	1	0
V-22 Winne-Fond Consortium	Consortium	296.7	7417	40		Machinist Trades (3) Other Structural Trades (5) Mechanic/Repair (5) Data Processing (1) Drafting (1)		

REGIONAL PROFILE
REGION V
(continued)

PROJECT	PROGRAM TYPE	GRANT AMOUNT (in $1,000)	COST/PARTICIPANT	# PARTICIPANTS	UPGRADE	OCCUPATIONAL FOCUS	OVERSIGHT COMMITTEE	MODIFICATIONS
Winne-Fond Consortium (continued)						Other Mfg. Trades (4) Maintenance (1) Other (2)		
V-23 W-O-W Consortium	Consortium	$ 351.5	$ 5169	68		Machinist Trades (1) Electronics Trades (1) Welding (1) Other Mfg. Trades (1)	1	0
TOTAL	---	$ 9,379.5	$ 6340	1479	1	---	---	-

REGIONAL PROFILE

REGION VI

PROJECT	PROGRAM TYPE	GRANT AMOUNT (in $1,000)	COST/PARTICIPANT	# PARTICIPANTS	UPGRADE	OCCUPATIONAL FOCUS	OVERSIGHT COMMITTEE	MODIFICATIONS
ARKANSAS								
VI-2 State of Arkansas	BOS	$ 2,285.8	$ 5714	400		Clerical/Service (6) Electronics Trades (1) Drafting (1) Data Processing (1) Welding (1) Mechanic/Repair (1) Other (1)	1	2
LOUISIANA								
VI-5 State of Louisiana	BOS	2,904.4	6454	450		Health Care (4) Clerical/Service (1) Maintenance (1) Other (1)	1	0
VI-7 East Baton Rouge Parish	County	422.0	7276	58		Other Mfg. Trades (1)	1	0
VI-9 Rapids Parish	County	124.0	12400	10		Other Structural Trades (1)	1	1
NEW MEXICO								
VI-11 City of Albuquerque	City	142.4	4451	32		Mechanics/Repair (1)	1	0
OKLAHOMA								
VI-13 State of Oklahoma	BOS	2,000.0	1266	1580		Clerical/Service (6) Welding (1) Mechanics/Repair (1) Other Structural Trades (4) Other (6)	1	0
VI-16 Comanche County Board of Commissioners	County	133.6	2904	46		Other Structural Trades (2) Other Mfg. Trades (1)	1	1
VI-17 Oklahoma City Area Consortium	Consortium	588.6	5886	100		Welding (1)	1	
TEXAS								
VI-18 Alamo Manpower Consortium	Consortium	1,855.2	5167	361		A great many occupations in many fields.	1	0
VI-20 Central Texas Manpower Consortium	Consortium	289.3	6027	48		Mechanic/Repair (2) Machinist Trades (1) Welding (1) Clerical/Service (1)	1	0
VI-21 Coastal Bend Consortium	Consortium	629.4	8392	75		Other Mfg. Trades (5)	1	0
VI-23 Dallas County Consortium	Consortium	1,595.8	6387	250		Machinist Trades (1) Welding (1) Drafting (1)	1	0

REGIONAL PROFILE
REGION VI
(continued)

	PROJECT	PROGRAM TYPE	GRANT AMOUNT (in $1,000)	COST/PARTICIPANT	# PARTICIPANTS	UPGRADE	OCCUPATIONAL FOCUS	OVERSIGHT COMMITTEE	MODIFICATIONS
	Dallas County Consortium (continued)						Other Structural Trades (1) Data Processing (1) Other (1)		
VI-25	Ft. Worth Consortium	Consortium	$ 745.0	$ 5960	125		Other Structural Trades (1) Electronics Trades (1)	0	1
VI-27	County of Hidalgo	County	365.4	4568	80		Mechanic/Repair (2)	1	0
VI-28	City of Houston	City	2,020.0	5050	400		Clerical/Service (1) Welding (1) Drafting (1)	1	0
VI-29	Texas Panhandle Regional Planning Commission	Consortium	319.3	5149	62		Data Processing (1) Clerical/Service (1) Mechanic/Repair (2) Machinist Trades (1) Welder (1) Health Care (1) Other (3)	2	0
TOTAL		---	$16,431.2	$ 4030	4077	0	---	---	-

REGIONAL PROFILE

REGION VII

PROJECT	PROGRAM TYPE	GRANT AMOUNT (in $1,000)	COST/PARTICIPANT	# PARTICIPANTS	UPGRADE	OCCUPATIONAL FOCUS	OVERSIGHT COMMITTEE	MODIFICATIONS
IOWA								
VII-2 State of Iowa	BOS	$ 565.1	$ 11302	50		Machinist Trades (2) Mechanic/Repair (1)	2	0
VII-4 Black Hawk County Board of Supervisors	County	200.0	5000	40		Machinist Trades (2)	1	0
VII-6 Scott County Board of Supervisors	County	200.0	5882	34		Machinist Trades (1) Clerical/Service (1)	1	0
KANSAS								
VII-8 State of Kansas	BOS	364.7	5065	72		Welding (1) Other Structural Trades (1) Data Processing (1) Other (1)	4	0
VII-9 Johnson County Board of Commissioners	County	260.0	2600	100		Clerical/Service (5) Data Processing (1) Drafting (1) Electronics Trades (1)	1	0
VII-10 City of Topeka/Shawnee County Consortium	Consortium	200.2	5560	36		Machinist Trades (1)	1	1
MISSOURI								
VII-11 Kansas City Area Employment & Training	Consortium	762.8	3548	215	X	Other Structural Trades (3) Drafting (1) Other (3)	0	0
VII-12 St. Louis County	County	481.3	6250	77		Data Processing (2) Welding (1) Machinist Trades (1)	1	0
VII-14 City of Springfield	City	210.0	4667	45		Mechanic/Repair (1)	1	0
TOTAL	---	$ 3,244.1	$ 4849	669	1	---	---	-

REGIONAL PROFILE

REGION VIII

PROJECT		PROGRAM TYPE	GRANT AMOUNT (in $1,000)	COST/PARTICIPANT	# PARTICIPANTS	UPGRADE	OCCUPATIONAL FOCUS	OVERSIGHT COMMITTEE	MODIFICATIONS
COLORADO									
VIII-2	Colorado Department of Labor and Employment	BOS	$ 752.0	$ 7520	100		Mechanic/Repair (1) Electronics Trades (1)	2	1
VIII-3	Boulder County Commissioners	County	300.0	6250	48		Other Structural Trades (5) Drafting (1) Electronics Trades (2) Machinist Trades (2) Welding (1) Other (3)	1	2
VIII-5	Colorado Springs/El Paso County	Consortium	169.4	8471	20	X	Electronics Trades (2)	1	1
VIII-8	City and County of Denver	City	919.5	8359	110		Welding (1) Health Care (1) Mechanic/Repair (2) Machinist Trades (1) Other (1)	1	1
VIII-10	Jefferson County	County	302.0	2796	108	X	Mechanic/Repair (1) Clerical/Service (2) Other Structural Trades (1) Other Mfg. Trades (1)	1	1
MONTANA									
VIII-12	Office of the Governor	BOS	407.2	9255	44	X	Mechanic/Repair (2) Other (1)	1	1
NORTH DAKOTA									
VIII-13	State of North Dakota	BOS	799.3	10801	74		Mechanic/Repair (1) Electronics Trades (1) Other (2)	1	0
SOUTH DAKOTA									
VIII-15	South Dakota Department of Labor	BOS	281.2	5113	55		Other (1)	0	0
UTAH									
VIII-16	State of Utah	BOS	1,650.0	4825	342		Welding (1) Mechanic/Repair (3) Electronics Trades (2) Clerical/Service (4) Other Structural Trades (2) Health Care (2) Other (5)	0	0

REGIONAL PROFILE
REGION VIII
(continued)

PROJECT	PROGRAM TYPE	GRANT AMOUNT (in $1,000)	COST/PARTICIPANT	# PARTICIPANTS	UPGRADE	OCCUPATIONAL FOCUS	OVERSIGHT COMMITTEE	MODIFICATIONS
WYOMING								
VIII-20 State of Wyoming	BOS	$ 425.5	$ 7092	60		Other (1)	1	0
TOTAL	---	$ 6,006.1	$ 6250	961	3	---	---	--

REGIONAL PROFILE

REGION IX

PROJECT	PROGRAM TYPE	GRANT AMOUNT (in $1,000)	COST/PARTICIPANT	# PARTICIPANTS	UPGRADE	OCCUPATIONAL FOCUS	OVERSIGHT COMMITTEE	MODIFICATIONS
ARIZONA								
IX-2 City of Phoenix	City	$ 1,243.3	$ 7490	166	X	Data Processing (1) Electronics Trades (5) Health Care (1) Clerical/Service (1)	1	1
CALIFORNIA								
IX-4 State of California	BOS	376.1	6837	55	X	Clerical/Service (3) Mechanic/Repair (3) Machinist Trades (1) Other Structural Trades (1) Other Mfg. Trades (1)	1	0
IX-7 Alameda County Training & Employment Board	Consortium	462.4	6165	75		Other Mfg. Trades (1)	1	0
IX-9 City of Berkeley	City	309.8	7744	40		Clerical/Service (1) Non-traditional jobs for women (includes many possible occupations)	1	0
IX-10 Fresno Employment & Training Commission	Consortium	565.5	11310	50	X	Clerical/Service (1) Health Care (1) Mechanic/Repair (1)	1	0
IX-12 Inland Manpower Association	Consortium	300.0	1145	262		Welding (3)	0	1
IX-14 Long Beach Department of Human Resources	City	387.3	6465	60		Data Processing (2) Drafting (1) Other (1)	1	0
IX-15 City of Los Angeles	City	4,464.8	7201	620	X	Health Care (1) Clerical/Service (6) Machinist Trades (1) Mechanic/Repair (2) Electronics Trades (2) Welding (1) Drafting (1) Other (1)	1	0
IX-17 County of Los Angeles	County	2,121.2	6061	350		Data Processing (2) Machinist Trades (1)	2	0
IX-18 Orange County Manpower Commission	Consortium	2,270.0	5900	385		Clerical/Service (1) Machinist Trades (1) Electronics Trades (2)	1	0

REGIONAL PROFILE

REGION IX
(continued)

PROJECT	PROGRAM TYPE	GRANT AMOUNT (In $1,000)	COST/PARTICIPANT	# PARTICIPANTS	UPGRADE	OCCUPATIONAL FOCUS	OVERSIGHT COMMITTEE	MODIFICATIONS
IX-19 City of Richmond	City	$ 130.3	9310	14		Clerical/Service (1) Welding (1) Electronics Trades (2) Mechanic Repair (1)	1	1
IX-21 Sacramento/Yolo Employment & Training Agency	Consortium	279.0	9310	30		Other (1)	1	0
IX-23 City and County of San Francisco	City	1,609.1	7057	228		Clerical/Service (2) Data Processing (2) Health Care (2) Electronics Trades (1) Other (4)	4	0
IX-25 Santa Clara Valley Employment & Training Board	Consortium	1,757.5	6391	275		Clerical/Service (3) Electronics Trades (1) Machinist Trades (2) Health Care (1)	3	1
IX-26 Department of Employment Development (Sunnyvale)	City	200.0	4444	45		Clerical/Service (1) Electronics Trades (1) Machinist Trades (2)	4	2
IX-27 County of Tulare	County	272.0	9065	30		Mechanics/Repair (2)	1	1
HAWAII								
IX-28 State of Hawaii	BOS	371.6	4752	74		Clerical/Service (2) Maintenance (1) Other (1)	0	0
IX-29 City and County of Honolulu	City	503.1	5031	100		Clerical/Service (2) Maintenance (1)	1	1
TOTAL	---	$18,346.8	6420	2859		---		

REGIONAL PROFILE

REGION X

PROJECT	PROGRAM TYPE	GRANT AMOUNT (in $1,000)	COST/PARTICIPANT	# PARTICIPANTS	UPGRADE	OCCUPATIONAL FOCUS	OVERSIGHT COMMITTEE	MODIFICATIONS
IDAHO								
X-2 Idaho Manpower Consortium	Consortium	$ 662.6	$14725	45		Drafting (1) Other Mfg. Trades (2)	1	0
OREGON								
X-3 State of Oregon	BOS	1,230.0	8786	140		Welding (1) Other Structural Trades (1) Health Care (1) Clerical/Service (1)	1	1
X-5 Mid-Willamette Valley Manpower Consortium	Consortium	496.2	13783	36		Health Care (1) Clerical/Service (1)	1	0
X-7 Multnomah-Washington CETA Consortium	Consortium	429.5	15909	27		Clerical/Service (1) Mechanic/Repair (1) Machinist Trades (1)	0	2
WASHINGTON								
X-8 State of Washington	BOS	699.8	11663	60		Health Care (3)	1	0
X-10 King-Snohomish Manpower Consortium	Consortium	2,748.8	5044	545		Welding (2) Clerical/Service (1) Mechanic/Repair (1) Machinist Trades (1) Drafting (2) Other Mfg. Trades (2) Other (1)	1	0
X-13 Board of Pierce County Commissioners	County	255.4	7095	36		Drafting (1) Machinist Trades (1)	1	0
X-14 City of Tacoma	City	289.1	10327	28		Health Care (1) Other (2)	1	1
TOTAL	---	$ 6,811.4	$ 7428	917	0	---	--	--

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